DOCUMENT RESUME

ED 031 653 AC 005 048

By-Fishel, W.L.; And Others

Final Report on an Objective Evaluation of the Present and Potential Structure and Functions of the Ohio Cooperative Extension Service to the Agriculture and Allied Interests Study Committee (July 24, 1964).

Battelle Memorial Inst., Columbus, Ohio.
Pub Date Jul 64
Note-109p.
EDRS Price MF-$0.50 HC-$5.55
Descriptors-*Administrative Organization, Bibliographies, Budgets, Economic Factors, Extension Agents, Interagency Cooperation, Land Grant Universities, *Personnel, Population Trends, *Program Evaluation, *Rural Extension, Scheduling, *Sociocultural Patterns, Teaching Methods
Identifiers-*Cooperative Extension Service, Ohio, Ohio State University

A number of structure and policy changes are proposed for the Ohio Cooperative Extension Service to orient it toward the state's current needs. Demographic and economic trends in the state have been in the direction of urban and suburban growth and industrial and commercial employment, with only a small percentage of the population now engaged in farm and agricultural occupations. The future viability of the Extension Service is dependent upon developing new purposes and goals. Changes must be made in the responsibilities of service personnel, and in the standardization of policy and techniques. The increased use of extension specialists in the field, and the realigning of district boundaries, would be useful. More use should be made of the tie with The Ohio State University, particularly through the College of Agriculture and Home Economics. One possible outcome might be the creation of an extension division of the University. (Bibliography and tables on population trends are included.) (mf)

ED0 31653

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

FINAL REPORT

on

AN OBJECTIVE EVALUATION OF THE PRESENT AND POTENTIAL STRUCTURE AND FUNCTIONS OF THE OHIO COOPERATIVE EXTENSION SERVICE

to

THE AGRICULTURE AND ALLIED
INTERESTS STUDY COMMITTEE

July 23, 1964

by

W. L. Fishel, G. W. Collings, and O. Wilhelmy, Jr.

BATTELLE MEMORIAL INSTITUTE
505 King Avenue
Columbus 1, Ohio

Battelle is not engaged in research for advertising, sales promotion, or publicity purposes, and this report may not be reproduced in full or in part for such purposes.

TABLE OF CONTENTS

Page

PREFACE i

SUMMARY iii

INTRODUCTION 1

Background 1
Purpose, Objectives, and Scope 2
Method of Study 3
    Visualizing the Problem 3
    Sources of Information 4
The Framework for Evaluation 4
    The "System" 5
    The Functional Approach to Extension Activities . . . 6

THE CHANGING OHIO SCENE 7

Population, Economic, and Social Characteristics and Trends in Ohio 7
    Population 7
    General Economy 12
    Farm Economy 14
    Social Trends 18
The Changing Extension Service 19

PRESENT STRUCTURE AND FUNCTIONS PERFORMED 23

Objectives of the OCES 23
    Federal and State Legislation 23
    Interpretations and Expansions 24
The Resources or "Means" of the OCES 26
    Relation to Other Agencies and Organizations 26
    Internal Organization 29
    Personnel 31
    Policies 33
OCES Programs and Activities 35
    Extension Service Programs 36
    Activities 42
Source and Use of Funds 42
    Source of Funds 42
    Uses of Funds 46

THE EXTENSION SERVICE'S CLIENTELE 48

Classification of User-Groups 48
    Individuals and Families 50
    Agriculture and Related Areas 53
    Government Agencies 57
    Community, Civic, and Special-Interest Groups 57

TABLE OF CONTENTS
(Continued)

Page

Results of Extension Service Activities With Various Clientele. . . . 59
Trends in Extension Service Clientele 60
    Individuals and Families 60
    Agriculture and Related Areas 61
    Nonagricultural Industries 63
    Governmental Agencies 63
    Community, Civic, and Special-Interest Groups 64

EVALUATION AND IMPLICATIONS TO FUTURE STRUCTURE AND ACTIVITIES 65

General Considerations 66
Objectives 67
User-Groups 71
Extension Service Resources or "Means" 73
Programs and Activities 75

RECOMMENDATIONS 76

Specific Recommendations 76
General Recommendations 78
General Guidelines 79
    Future Role of The University 79
    Extension Service Study Committee 80
    Plan for Development 80
    Closer Association with The University 81
    Assisting General Education Extension 81
    Continuing Education Extension Division 81

CONCLUSIONS 82

BIBLIOGRAPHY 84

Published Reports on Cooperative Extension Service Studies and Seminars 84
Population, Economic, and Social Characteristics and Trends. . . . 85
Extension Service Organization and Operations 87
Evaluation and Implications 88

APPENDIX A

PERTINENT STATISTICAL INFORMATION A-1

APPENDIX B

CRITERIA FOR EVALUATION B-1

LIST OF TABLES

Page

Table 1. Per Cent Change in Population, 1950 to 1960, by Type of Residence and Source of Change for Ohio and Substate Areas 11

Table 2. Characteristics of Farms and Farm Operators in Ohio and Substate Areas, 1959 15

Table 3. Changes in Selected Farm Characteristics, 1950-60, for Ohio and Substate Areas 16

Table 4. Summary of Extension Teaching Methods and Other Activities, 1963 43

Table 5. Program and Other Activities of Extension Workers, by Number of Man Days and as a Per Cent of Total, 1963 44

Table 6. Sources and Amounts of Ohio Cooperative Extension Service Funds, 1963-64 45

Table 7. Budgeted Use of Funds for the OCES, by Type of Expenditure and by Program Areas, 1963-64 47

Table 8. Percentage of County Extension Staff's "Effort" in Program Areas, by Specified Groups, for Ohio and Substate Areas, 1963 51

Table 9. Per Cent of "Extension" Time Devoted to User-Groups by Extension Specialists and Reasons for Association 52

Table 10. Total Extension Days Devoted by County and State Extension Staff to Federal, State, and County Agency Programs or Cooperative Projects, Ohio, 1963 58

Table A-1. Total and Distribution of Population by Residence and Substate Areas in Ohio, 1960 . . . . A-1

Table A-2. Population (1960) by Type of Area and Size of Place and Per Cent Change in Population 1950-1960 . . . . A-2

Table A-3. Median Age, Age Distribution, and Per Cent Change in Age Groups for Ohio and Substate Areas, 1950 and 1960 . . . . A-3

Table A-4. Number of Persons 14 Years of Age and Over Completing Specified Levels of Education for Ohio and by Place of Residence, 1950 and 1960 . . . . A-4

Table A-5. Total 1960 Employment and Change in Employment 1950-1960 for Agriculture, Manufacturing, and all Other Employment, for Ohio and Substate Areas A-5

LIST OF TABLES
(Continued)

Page

Table A-6. Numbers of County Extension Agents and Current Vacancies for Ohio and Substate Areas, 1963 . . . . A-5

Table A-7. User-Groups Served or Worked With by County Extension Agents, Ohio, 1963 . . . . A-6

Table A-8. Percentage of County Extension Staff "Effort", by Program Area and Place of Residence of Clientele, for Ohio and Substate Areas, 1963 . . . . A-7

LIST OF FIGURES

Figure 1. Delineation of Socio-Economic Areas and Population Density in Ohio, 1960 8

Figure 2. Total Population for the State and Substate Areas, Ohio, 1960 . . 9

Figure 3. Distribution of Population by Location of Residence for Ohio and Substate Areas, 1960 10

Figure 4. Total Civilian Income and Distribution by Economic Sectors for Ohio, 1962. 13

Figure 5. Total Employment and Distribution of Employment by Sector for Ohio and Substate Areas, 1960 13

Figure 6. Organization Chart Showing Relationships of Advisory Groups and County Commissioners to the Ohio Cooperative Extension Service 28

Figure 7. Organization Chart for the Ohio Cooperative Extension Service 30

Figure 8. A Classification of the Ohio Cooperative Extension Service's User-Groups 49

PREFACE

In recent years, Cooperative Extension Services throughout the nation have undergone more critical reviews and appraisals of their organization and operations than at any previous time in their history. These appraisals have ranged from the annual review of activities, to evaluation of an institution's total adult education extension services or total agricultural teaching, research, and extension program, to appraisals of the entire Extension Service movement in national conferences. Nearly all these investigations have been carried out by Extension Service personnel or academicians associated to some degree with the Cooperative Extension Service or adult education extension in general. This apparently is the first time that a research organization in no way affiliated with an academic institution has carried out an evaluation of a Cooperative Extension Service.*

Battelle researchers encountered some expressions of concern that such an organization should be conducting this study. Some evidently share the view:

> "Difficulties often arise when evaluation is made by outsiders. The temptation is great to impose objectives and evaluate the program in terms of them. An outside evaluation can have validity only insofar as it is made in complete harmony with the objectives held by the participants."**

Whether basically correct or not, this certainly has been the case in some studies in which a number of recommendations hinged on the acceptance of the study groups' "interpretations" of the Extension Service's purposes and objectives.

However, there are definite benefits in having an independent research group conduct a study of this type. The primary benefit is the degree of detachment from the subject being evaluated that can be achieved. This is not to imply that the Ohio Cooperative Extension Service was studied with the cold detachment of a laboratory analysis, but rather it was looked at as a component of our system of social institutions in an effort to visualize how the work of this group fits into the over-all pattern. The researchers were not Extension administrators or workers, educators, or teachers and researchers in a well-defined field, but rather *specialists in applying the "scientific method" to problems in general.* As such, there was less likelihood that the conditioned "conceptual basis" of an individual, a product of his past experiences, would *unconsciously* prevent adequate separation of study method, subject matter, *and* evaluation criteria from the problem itself. In a study of this type, purposes, objectives, value systems, and even educational philosophies or viewpoints must be placed under the same microscope as people served, programs and activities, and subject matter disseminated.

Despite the many ramifications and the complexity of this research, it should be emphasized that no effort was made to shy away from any area because of confusion in definition, multiplicity of meanings, or lack of "handles" in general. Just as it would be unobjective to ignore or circumvent areas in which there are no clear-cut interpretations, delineations of applicable values, etc., it would be equally "unprofessional" to use their existence to justify the making of weak recommendations or no recommendations at all. An effort has been made to identify and recognize the dominent alternative assumptions, interpretations, and meanings, where they exist, and to evaluate and recommend in the light of these alternatives.

---

*References to most of the known reports of these studies are listed in the Bibliography. Reports were not available on the Missouri study, the one currently in progress in Wisconsin, and the recently completed study involving all the New England States.

**Kempfer, et al., *Program Evaluation*, p. 14 (see Bibliography).

The helpful contributions made to this study by members of The Agriculture and Allied Interests Study Committee, the Ohio Cooperative Extension Service, other staff members of The Ohio State University, and many others throughout the State and elsewhere are gratefully acknowledged.

SUMMARY

This evaluation of the Ohio Cooperative Extension Service involves consideration of population and social characteristics, the complex organization and operations of the Extension Service itself, Extension's clientele, and a number of factors of a non-quantifiable nature.

The rapid growth of population in Ohio, high rates of urbanization, increased industrialization, basic social trends, and the many changes occurring in agriculture all bear on the future direction of Extension organization and activities. The decrease in numbers of farms and their increased capitalization and specialization are having a major impact on Extension planning.

The Extension Service provides a wide variety of educational, informational, and specific services to adults and youth in both urban and rural areas. The most notable trend in clientele is the increased demand for a high level of specialized technical information by primary agricultural producers.

The findings of this study indicate that the single most important factor underlying many of the current problems in Extension's organization and operations is the lack of a clear-cut definition of purpose and objectives. This results in unclear guidelines to Extension supervisors and workers concerning the choice of most needed programs and activities, selection of clientele, and operational procedures.

Recommendations of suggested changes in the organization or operations of the Extension Service include specific changes concerned with (1) maintaining the desired public image of Extension, (2) providing a more timely and more specialized service, (3) initiating certain programs at the state level of Extension, (4) providing more specific and clear-cut policy guidelines to Extension workers, and (5) initiating experimental projects in different methods of communications, different structural arrangements, and the like, that might improve Extension operations.

Recommended general changes include (1) appraising the purpose and objectives of the OCES, (2) creating a long-run plan of development for Extension, (3) closer association with The University, (4) making available the total resources of The University to local communities, and (5) establishing a Continuing Education Extension Division of The University.

AN OBJECTIVE EVALUATION OF THE PRESENT AND POTENTIAL STRUCTURE AND FUNCTIONS OF THE OHIO COOPERATIVE EXTENSION SERVICE

by

W. L. Fishel, G. W. Collings, and O. Wilhelmy, Jr.

INTRODUCTION

Background

In order to bring the benefits of steadily expanding know-how in the fields of agriculture and home economics to farmers, farm families, and the people of Ohio, The Ohio State University, in cooperation with the U. S. Department of Agriculture, formed the Ohio Cooperative Extension Service (OCES). Over the years, this organization has developed into a large and effective educational and service organization. That the OCES has contributed significantly to the advancement and well-being of the State's farm community since its inception can be accepted without question.

Since the initiation of the OCES, there have been many significant changes in both the agricultural and nonagricultural sectors of the Ohio society, such as shifts in population, changes in farm production and marketing methods, and shifts in social structure. Inevitably, such changes in the character of its "clientele"* have led the Extension Service to change its structure and methods of operation in order to "keep up with the times" and to provide those services most likely to be of benefit to the people of Ohio at a given point in time. Also inevitably, however, there has been a natural tendency for long-established activities to be continued beyond the point when they were really needed, and for the Extension Service to fail to recognize some new areas to which its activities might more profitably be directed.

In such a situation, there comes a time when an objective appraisal of the present status and future course of a service group is definitely in order. In the case of the OCES, this need has been recognized for some time both by Ohio farm leaders and by the Extension Service itself. Although steps have been taken to effect improvements in structure and functions, the Extension Service has not been in a position to carry out the really comprehensive study of the organization that has been needed.

The need for such a study became even more urgent when the report on the OCES by the Governor's Council for Reorganization of Ohio State Government was made public. While some of the recommendations of the Council had already been implemented by the Extension Service and The Ohio State University, a number of other recommendations suggested such striking departures from current organization and operations that they could not be carried out readily.

Disturbed by the possibility that the recommendations of the Council might be implemented without adequate consideration of their implications, officers and representatives of approximately 40 agricultural and related associations and organizations in Ohio formed The Agriculture and Allied Interests Study Committee for the purpose of investigating the impact of the Council's recommendations on the agricultural industry in the State. This Committee, with the approval of the Governor's office, sought Battelle's assistance in their investigations. Subsequently, representatives of the Committee and Battelle met and decided on the study objectives, scope, and method, which were later approved by The Ohio State University administration.

---

*This term and the term, "user-group", have been used interchangeably throughout this report.

Purpose, Objectives, and Scope

Although the study was about the OCES, it was sponsored by The Committee; hence, the results are oriented toward their needs. The Committee's aim in this case is to help the OCES achieve its maximum potential in a changing society, by fitting its activities more closely to the needs of those it is serving or should serve in the future. Therefore, the primary purpose of the study has been to provide The Committee with a factual basis and guidelines for further appraisal of and action on this situation.

The objectives of the study were as follows:

(1) To develop a broad, up-to-date picture of the present structure of the OCES and the functions that it is performing, including its organization and methods of operation, its activities on behalf of various groups and individuals throughout the State, and the nature of its clientele or those it serves.

(2) To analyze critically the present and likely future character of the various groups that the OCES is now serving, or should serve, with a view to establishing more clearly the current and future needs for information, technical assistance, and/or supplemental education that the OCES may be able to supply.

(3) By careful comparison of the information on present structure, functions, and activities of the Extension Service with the apparent current and future needs of those that it does or should serve (as developed in the above two steps), to develop general, "guideline-type" recommendations for possible change in the structure, functions, and/or activities of the OCES.

The extent to which these three objectives could be developed is considerable. However, this initial investigation was intended only as a rather broad appraisal of the entire complex situation, while at the same time pointing up those areas where detailed investigation will be required. Hence, an in-depth investigation of any aspects of the problem was neither intended nor achievable within the efforts planned for this study.

The recommendations for change developed in this study are largely in the nature of guidelines for further action by The Committee. Although it was not anticipated that detailed suggestions for change in the OCES could be authoritatively developed, some specific changes have been recommended in cases where there was sufficient justification for doing so.

Finally, it should be emphasized that there is no intentional relationship between the contents of this report and the report of the Council for Reorganization of Ohio State Government. The investigations carried out in this study were in no sense designed either to refute or support the recommendations of The Council relative to the OCES.

Method of Study

The "method of study" includes (1) how the over-all problem was visualized, (2) types and sources of data and information, and (3) the particular approach to the problem analysis. There are very few published reports on studies of this kind which provided or even suggested useful approaches to developing a study method for this project. Hence, the procedures used in this study were based primarily on techniques that have been successfully applied in previous projects. The section on "The Framework for Evaluation" should prove particularly beneficial to members of The Committee in their discussions of the complex relationships involved in the organization and activities of the Extension Service.

Visualizing the Problem

As was stated earlier, the purpose of this study was to provide certain guidelines to The Committee, and the study was intended primarily for The Committee's benefit. Although this was the basis used in developing the final recommendations, it was necessary to assume a completely different orientation in conducting the study itself. The orientation used in synthesizing a study method, collecting information, and performing the analysis was as follows:

> The study is intended to provide, to the extent possible, guidelines for helping the OCES "distinguish the difference between what *is* and what *ought to be*," within their own frame of reference, and to determine what action is required for them to move from "what *is*" *toward* "what *ought to be*".

With this orientation, the OCES was visualized as an organization ($\underline{a}$) within which certain activities ($\underline{b}$) are carried out to satisfy certain "needs" of clientele ($\underline{c}_1$). It was also recognized that there were some "potential" clientele "needs" ($\underline{c}_2$) which the OCES is not currently "serving". It was further recognized that this *current* situation would likely not prevail in the future (the future situation will then be $\underline{a}'$, $\underline{b}'$, $\underline{c}_1'$, and $\underline{c}_2'$). From these simple observations, the study procedure was outlined as follows:

1. Describe $\underline{a}$, $\underline{b}$, $\underline{c}_1$, and $\underline{c}_2$.

2. Evaluate the extent to which $\underline{ab}$ satisfies $\underline{c}_1$ and the capability of $\underline{ab}$ to satisfy $\underline{c}_2$.

3. Project $\underline{c}_1'$ and $\underline{c}_2'$.

4. Assuming $\underline{a} \neq \underline{a}'$ and $\underline{b} \neq \underline{b}'$, describe anticipated $\underline{a}'$ and $\underline{b}'$.

5. Evaluate the capability of $\underline{a}'$ $\underline{b}'$ to satisfy $\underline{c}_1'$ and $\underline{c}_2'$.
6. Recommend how $\underline{a}'$ and $\underline{b}'$ can be altered to better satisfy $\underline{c}_1'$ and $\underline{c}_2'$.

It should be pointed out that this is an outline of the total job to be done. Not all of these steps were completed in this study. However, for those steps not entirely satisfied, recommended procedures for their completion have been indicated in this report.

Sources of Information

Descriptive information about the organization, operation, and activities of the OCES was obtained from published reports of the OCES, and from interviews with OCES administrators, specialists, and county extension staffs. Questionnaires were sent to all 88 county extension staffs and to approximately 92 state extension specialists. In addition to aiding in the description of activities, these questionnaires also provided information about clientele and needs, trends in activities, and views regarding effectiveness of the current organization of the OCES and possible improvements that could be made.

To obtain further information about actual and potential clientele of the OCES and how they use the Extension Service, a variety of sources of information was used. In addition to the above, other sources used were annual reports of the OCES, published articles and reports, books, interviews with officers or representatives of farm and related organizations, and questionnaires to 137 of the latter group and to 227 farmers chosen randomly from the Ohio Farm Bureau Federation's membership. Interviews with other individuals were conducted either to fill in missing areas or to "verify" answers on mail questionnaires.

Projection of trends in the various classifications of user-groups was based primarily on the collected information and data from Battelle's own files and experience in this area gained from previous studies. However, both data and observations from members of The Committee and various Departments at OSU were utilized to the extent necessary to complete the analysis and interpretation.

The Framework for Evaluation

The multitude of factors affecting the organization and operations of the OCES, complicated by the number of interrelationships among factors, requires some technique for "categorizing" the effects of such factors. Such a device, a "model", presents the salient features of the situation being studied, in contrast to the mass of details that are either unimportant or of secondary importance. The use of models is imperative to the evaluation process in such complex situations as this. However, its use as a common frame of reference in discussions of the study also should facilitate understanding the many aspects of the Extension Service.

The "System"

The technique used here is to consider the OCES as part of a "system", consisting of an "actor" doing something to some "thing(s)". This system, like any system (whether it involves an organization, a machine, or even the human body), has five basic components:

1. Objectives of the system
2. Means for carrying out the action
3. The actions or activity
4. The object(s) of the action
5. The results of the action on the objects.

The objectives specify the basis for the system, what is to be done, and possibly other delineations peculiar to a particular system. For the OCES, the set of objectives are the stated purpose and objectives, basic philosophies, and other stated or implied principles governing the activities of the Extension Service personnel.

The means consist of the actors of the system, how the actors are related to each other, and the "rules" by which the actors act. For the OCES, the Extension Personnel, organized in a particular manner, are governed in their activities by established policies.

The actions of the system in the case of the OCES are activities of the Extension Personnel in carrying out the stated programs. The objects of the action in the system as applied to the OCES are the clientele or user-groups.

The results of any action in a system is intended to bring about a change in the objects. Comparably, the intention of the activities of Extension Service personnel is to bring about some change in the clientele. This part of the system is different from the preceding parts in that, although all are essentially descriptive, the first four can be (and usually are) stated, whereas the results must be observed or measured.

These five categories of a system's operation describe only what it does. It makes no allowance for evaluating how well the system performs. To permit such an evaluation, another general category is needed – the criteria – which state whether a particular action or relationship is desirable or undesirable and to what degree. There may be, in fact, two types of such criteria – those established within and as a part of the system itself (referred to as Type I) and those established outside of but used to evaluate the system (referred to as Type II). Every system should have Type I criteria, and the OCES does have such a set. Type II criteria could exist in a "super system" of which the subject system is a part, or the criteria could be established for a "one-time" evaluative effort, as in the case of this study. (To further complicate the discussion, Type I criteria could be a subset of Type II, or in fact, could be a subject of the evaluation by Type II.) Actual and potential Type I and Type II criteria are considered in the evaluation section of this report.

The "system" approach is very similar to the way in which the Extension Service visualizes its own organization, that is, as a composite of individual units (Extension Specialists, County Agents, etc.), each performing a particular type of job, that together enable the Extension Service to carry out its social purpose. However, this approach says nothing about the kind of jobs to be done by Extension workers. Hence, the "action" component must be expanded to consider the kinds of functions performed.

The Functional Approach to Extension Activities

The "functional" approach identifies the general types of jobs (functions) to be done without reference either to who performs a function or at what level the functions are performed. One person or group may perform more than one function, or one function may be segmented and performed at more than one level. The following framework identifies the functions performed within the Extension Service organization:

Primary Function	Function Components
Administration	Purpose and philosophy definition or interpretation Business control Personnel control Coördination of organization
Organization	Problem identification Method-of-solution development
Information Generation	Information collection Information interpretation for specific use
Communication	Method-of-solution application Information organization in proper format Information dissemination
Action Evaluation	Results measurement Results evaluation Evaluation communication

In this study, the "systems" approach was used as the main framework for analysis and the "functional" approach was used where it seemed to clarify the situation or expedite the analysis.

THE CHANGING OHIO SCENE

Population, Economic, and Social Characteristics and Trends in Ohio

The "medium" in which programs and activities of the Extension Service are carried out is a particular society with a composite of economic, political, and other social characteristics and influences. These characteristics and influences and how they are changing must be of direct concern in any effort to evaluate the Extension Service and its activities because of their effect on both current and future planning by the Extension Service with respect to clientele and ways in which they will "serve" these clientele. Since The Committee is quite familiar with this "medium" and the changes occurring in it, only a sketch of these characteristics and trends is presented, merely to set the stage for subsequent discussions.* In the section, "The Extension Service's Clientele", the implications of these characteristics and trends are considered for direct effects on user groups.

It is difficult to characterize Ohio with one or a few words, such as Iowa is usually characterized with the word "agriculture". For example, Ohio is urban and becoming more urban. Its 237 people per square mile in 1960 was the highest density for any state outside the populous Northeast, for the most part the result of the State's 7 metropolitan areas. At the same time, there are 56 counties in the State with more than half their population in rural areas. In addition to urban, the State is also industrial, having the fourth highest employment in manufacturing in the U.S. But other sectors of the economy, including farming, still contribute very significantly to the State's total product.

However, in many respects Ohio also is a social and economic "crossroad" in which there is an intermingling of different goals and values, economic situations, and social backgrounds of three different economic regions – the "Metropolitan" Northeast, the "Appalachian" states, and the agricultural "Midwest". Recognizing the haziness of any such delineation within the State, an effort has been made in Figure 1 to differentiate those areas in Ohio that tend to exemplify the characteristics of these three regions. The "Metropolitan" Area consists of seven counties in which urban expansion has all but eliminated traditional agriculture. The "Metropolitan Fringe" Area consists of 17 counties that still have substantial farming but show strong urban influences of nearby metropolitan areas and are, in fact, well on the way to becoming highly "urbanized". The rural counties have been divided into the "Midwest" Area and the "Appalachian" Area on the basis of similarity of geographical, topographical, and social characteristics with the Midwest or the Appalachian regions.

Population

Relevant factors about population, besides size, relate to distribution by location and type of residence, composition by age and levels of education, and the trends in population in terms of total number, distribution, and composition.

---

*For more detailed information about these subjects, a new book by the Center for Agricultural and Economic Development, Our Changing Rural Society, and Andrew's Circular, "1960 Changes in Population and Agriculture in Ohio and Their Implications" are recommended. These and other references to specific topics are included in the Bibliography.

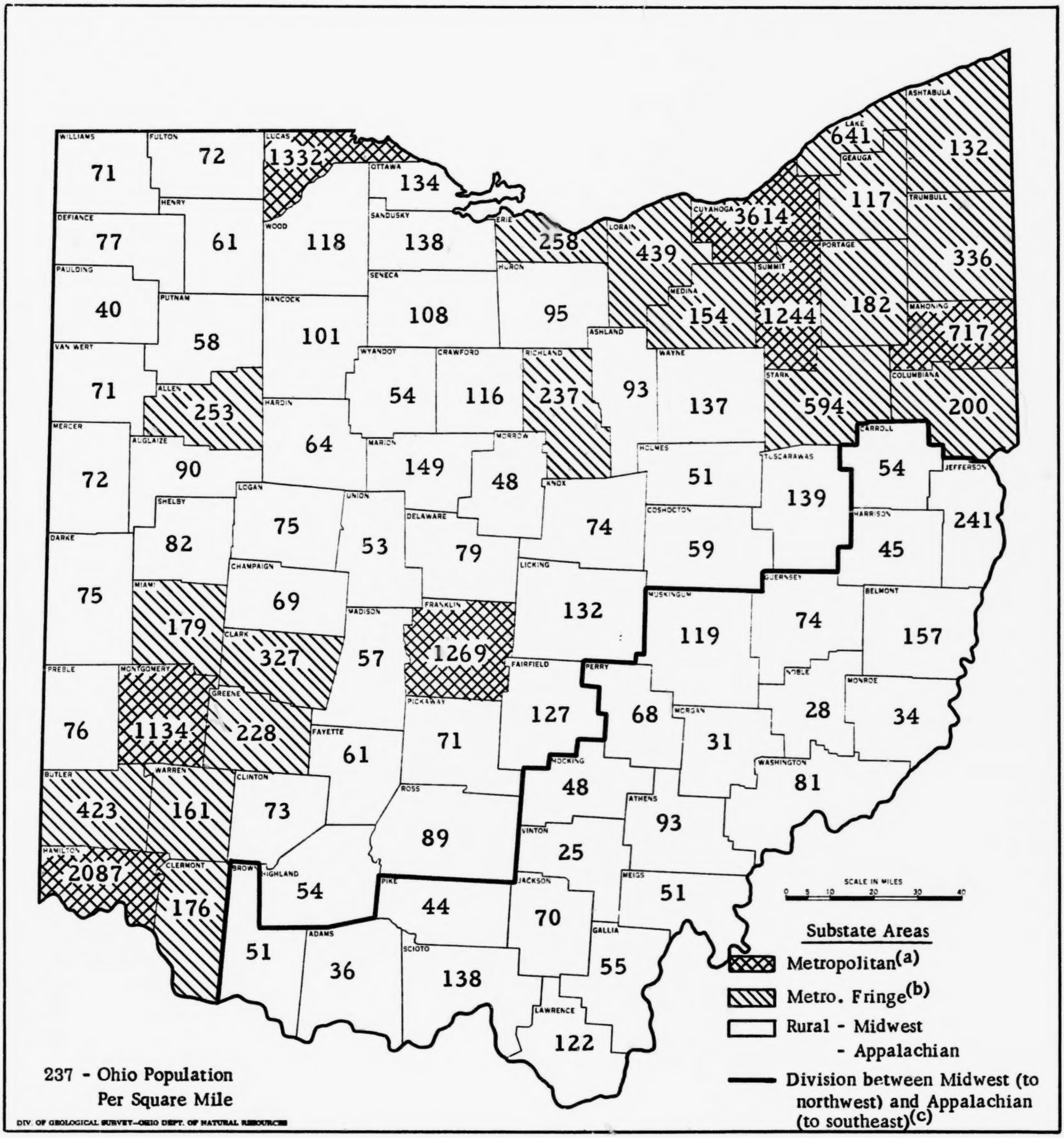

WILLIAMS 71
FULTON 72
LUCAS 1332
OTTAWA 134
HENRY 61
DEFIANCE 77
WOOD 118
SANDUSKY 138
ERIE 258
LORAIN 439
CUYAHOGA 3614
LAKE 641
GEAUGA 117
ASHTABULA 132
TRUMBULL 336
PAULDING 40
PUTNAM 58
HANCOCK 101
SENECA 108
HURON 95
MEDINA 154
SUMMIT 1244
PORTAGE 182
MAHONING 717
VAN WERT 71
ALLEN 253
WYANDOT 54
CRAWFORD 116
RICHLAND 237
ASHLAND 93
WAYNE 137
STARK 594
COLUMBIANA 200
MERCER 72
AUGLAIZE 90
HARDIN 64
MARION 149
MORROW 48
HOLMES 51
TUSCARAWAS 139
CARROLL 54
JEFFERSON 241
SHELBY 82
LOGAN 75
UNION 53
DELAWARE 79
KNOX 74
COSHOCTON 59
HARRISON 45
DARKE 75
CHAMPAIGN 69
LICKING 132
MUSKINGUM 119
GUERNSEY 74
BELMONT 157
MIAMI 179
CLARK 327
MADISON 57
FRANKLIN 1269
PERRY 68
NOBLE 28
MONROE 34
PREBLE 76
MONTGOMERY 1134
GREENE 228
FAYETTE 61
PICKAWAY 71
FAIRFIELD 127
MORGAN 31
WASHINGTON 81
BUTLER 423
WARREN 161
CLINTON 73
ROSS 89
HOCKING 48
ATHENS 93
VINTON 25
HAMILTON 2087
CLERMONT 176
BROWN 51
HIGHLAND 54
PIKE 44
JACKSON 70
MEIGS 51
GALLIA 55
ADAMS 36
SCIOTO 138
LAWRENCE 122
SCALE IN MILES
0 5 10 20 30 40
Substate Areas
Metropolitan(a)
Metro. Fringe(b)
Rural - Midwest
- Appalachian
Division between Midwest (to northwest) and Appalachian (to southeast)(c)
237 - Ohio Population Per Square Mile
DIV. OF GEOLOGICAL SURVEY—OHIO DEPT. OF NATURAL RESOURCES

FIGURE 1. DELINEATION OF SOCIO-ECONOMIC AREAS AND POPULATION DENSITY IN OHIO, 1960

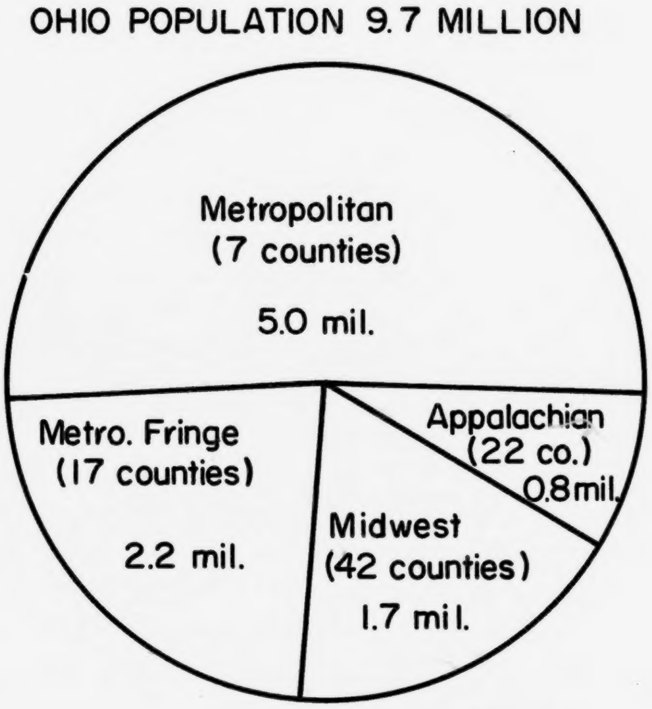
Sources: Andrews (1961), 1962 Ohio Agricultural Statistics, Morse and Bone (1958).

(a) Population exceeds 300,000, with greater than 80% urban.

(b) County densities generally exceed 150 people per square mile and characteristics reflect proximity to Metropolitan centers. Geauga and Ashtabula counties were included in Metro. Fringe and Jefferson County in Appalachian for continuity.

(c) Counties delineated on the basis of geographical, economic, and social characteristics.

Characteristics. As indicated in Figures 1 and 2, 24 Ohio counties are rather densely populated Metropolitan areas, while the other 64 counties are basically rural in character. Population densities in 1960, shown in Figure 1, varied from an average 3184 people per square mile for the seven Metropolitan counties at one extreme to an average of only 78 people per square mile for the 22 Appalachian counties at the other extreme. Central Cities (the main city in a metropolitan area) alone accounted for 36 per cent of the State's total population, and cities with a population between 10,000 and 50,000 included another 21 per cent.



A-47951

FIGURE 2. TOTAL POPULATION FOR THE STATE AND SUBSTATE AREAS, OHIO, 1960

Source: Appendix Table A-1.

As shown in Figure 3, over 73 per cent of the State's population is considered "urban", but this degree of urbanization varies from 94 per cent in the Metropolitan Area to about 40 per cent in the two "rural" areas. Although these data clearly indicate the relative importance of metropolitan and other urban localities to the State's total population, rural populations still are an important factor in 81 of the State's 88 counties. Of the population outside the areas encompassing the Central Cities and their urbanized fringes, over half still reside in open country. Only about 35 per cent reside in towns and cities of 2,500 or more population. However, Figure 3 does emphasize the predominant "non-agriculture" nature of the State's population, to some extent even in the two "rural" areas.*

---

*Caution should be used in interpreting Figure 3 since it shows percentages and not absolute amounts. For example, the 17 Metropolitan Fringe counties actually have a larger number of both rural non-farm and farm population than the 22 Appalachian counties, although the latter counties have larger percentages in both. See Appendix Tables A-1 and A-2.

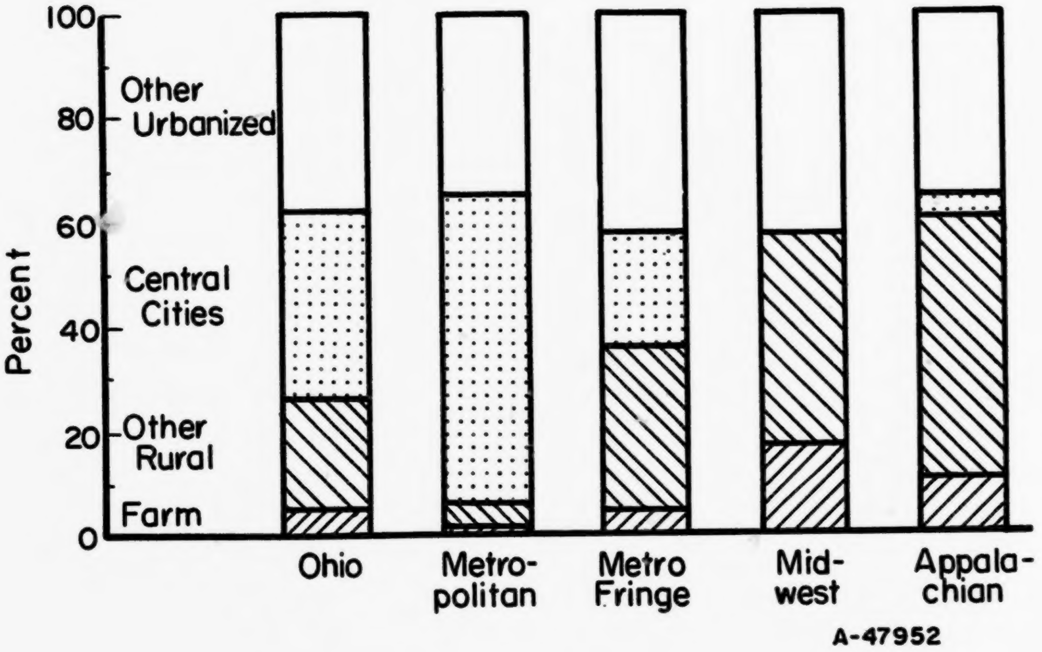


FIGURE 3. DISTRIBUTION OF POPULATION BY LOCATION OF RESIDENCE FOR OHIO AND SUBSTATE AREAS, 1960

Source: Appendix Table A-1.

The median age of the State's population in 1960 was 29.5 years, exactly the same as the average for the nation as a whole. The "age" of populations vary considerably among localities within the State, however, as indicated in the following example:

	A Fringe Area County	An Appalachian Area County
Median Age:	24.1 years	35.3 years
Age Distribution:	Percentage	
Under 18	39	32
19-29	19	12
30-44	19	18
45-64	16	22
65 and over	7	16
Total	100	100

Generally, there are more young people, relative to total Area population, in the Fringe and Midwest Areas, more of the 45-64 age group in the Metropolitan and Appalachian Areas, and more of the 65 and older group in the two "rural" Areas.* Differences in age distributions between urban and rural populations (all Areas combined) do not appear to be as great as differences between localities. Rural populations tend to have a proportionately higher number in the "under 18" group and urban populations a proportionately higher number in the 19-64 groups.

---

*See Appendix Table A-3.

The median number of years of schooling completed by Ohio residents over 13 years of age was almost 11 years in 1960. Because of the relatively large number of young people in all areas of the State and the high rates of school attendances in this age group, this figure did not vary much between the urban and rural sectors.* There is undoubtedly variation among counties over the State. Differences in educational attainment by number of years of schooling completed are indicated in the following:

Years Completed	Per Cent of Population Over 13 Years of Age		
		Rural	
	Urban	Non-Farm	Farm
High School	42	38	40
At least 2 years of college	15	9	9
More than 2 years of college	8	5	4

Trends. During the past decade, Ohio's population increased by nearly 1.8 million or 22 per cent, somewhat above the national average of 18 per cent. As shown in Table 1, about three-fourths of this increase came from natural increases and a fourth from 453,000 more people moving into the State than moved out. It is expected that there will be an additional 3 to 4 million persons in the state by 1975.

TABLE 1. PER CENT CHANGE IN POPULATION, 1950 TO 1960, BY TYPE OF RESIDENCE AND SOURCE OF CHANGE FOR OHIO AND SUBSTATE AREAS

Place of Residence and Source of Change	Ohio	Metropolitan	Metro. Fringe	Midwest	Appalachian
Total Population	22.1	22.4	36.9	15.8	3.5
Urban	27.7	25.6	47.0	19.6	9.9
Rural	9.1	-11.5	21.9	13.0	-.2
Farm(a)	-38.6	-59.4	-46.6	-24.0	-54.9
Source of Change:					
Natural Increase(b)	16.4	17.1	19.4	14.4	11.6
Net Migration	5.7	5.3	17.5	1.4	-8.1

Sources: 1952 and 1962 County and City Data Book.

(a) The change in farm population resulting from changes in the definition between censal years of what constitutes a farm amounted to about -3.8 of the -38.6 per cent for the State. However, this figure may be close to -20 per cent for the Appalachian area.

(b) Total births minus total deaths from 1950 to 1960.

---

*See Appendix Table A-4.

As indicated in Table 1 the highest rates of population growth are occurring in the fringe areas of Central Cities. The populations of Central Cities that can no longer annex new territories are stabilizing or decreasing. With more flexibility in transportation systems, people are moving to the fringe areas and even beyond current urbanized areas into rural areas of adjacent counties. For example, between 1950 and 1960 population in the city of Cleveland decreased by 4.2 per cent while in the remainder of Cuyahoga county it increased by 63 per cent and in two adjacent counties, Lake and Medina, it increased 174 and 94 per cent, respectively.

Rural population increases are generally greatest in fringe counties ("third tier" counties around metropolitan centers) or other counties in transition from predominantly rural to predominantly urban characteristics. Largest decreases in rural population are occurring on the one hand in Metropolitan counties, mainly by absorbing rural areas for residential and industrial sites, and in the southeastern counties, largely from outmigration of young adults. There also are a number of northwestern counties with either stabilizing or decreasing rural populations, resulting more from farm consolidations than in other areas. Farm population continues to decline in all areas of the state, with the largest decreases in areas adjacent to metropolitan centers and in the Appalachian Area.

The population of Ohio, as throughout the nation, is "getting younger". The median age in the State dropped from 31.2 to 29.5 years during the last decade as a direct result of the post WW II "baby boom". During the 1950's, the population under 18 increased by almost 50 per cent, compared with 22 per cent for all age groups. Increases in this age group are considerably greater in the Metropolitan (55%) and Fringe (69%) areas than in either the Midwest (35%) or Appalachian (12%) areas. The lower rates of increase in the "rural" areas reflect the age distribution of the population toward the upper end of the scale. While the 45-64 age group is increasing, particularly in the Midwest Area, migration of young adults from rural areas is very high. In addition to more young people, the number of older citizens (65 +) is increasing 2 to 3 times as fast in the two metropolitan areas.

The general level of education in the State is improving substantially, particularly in the rural areas. The proportion of population finishing high school is now about the same in both rural and urban areas. The farm sector, which once lagged behind the rural non-farm sector in educational attainment, now has equaled or surpassed the rural non-farm sector.

General Economy

Characteristics. Total civilian income received by all persons in Ohio in 1962 was $19.6 billion.* Only New York, Pennsylvania, Illinois, and California had higher total incomes. The relative importance of the various economic sectors to the total economy are indicated in Figure 4. It should be pointed out that much of the "associated" non-farm agricultural industries and services are not included in the Agricultural share; hence, it does not represent the real contribution of agriculture to the State's economy.

Per capita income during 1962 was a record $2392 per person, compared with a national average of $2366 (also a record). Although Ohio stood fourteenth in the nation

---

*"Survey of Current Business", August, 1963, p 15.

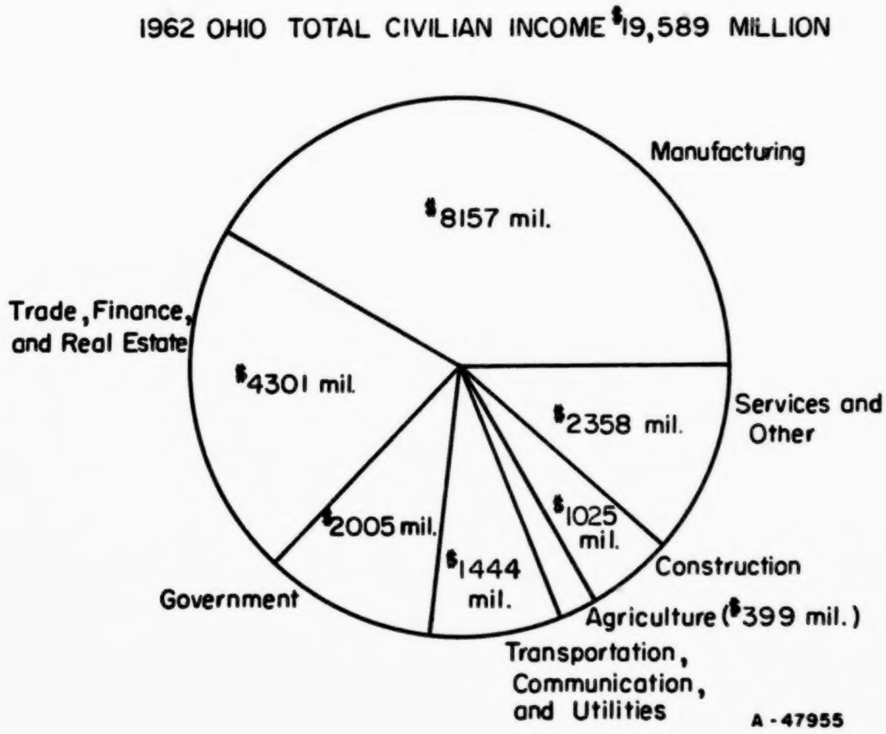


FIGURE 4. TOTAL CIVILIAN INCOME AND DISTRIBUTION BY ECONOMIC SECTORS FOR OHIO, 1962

Source: Survey of Current Business, August 1963.

(a) Includes farm proprietors' income, farm wages, and "other" farm incomes.

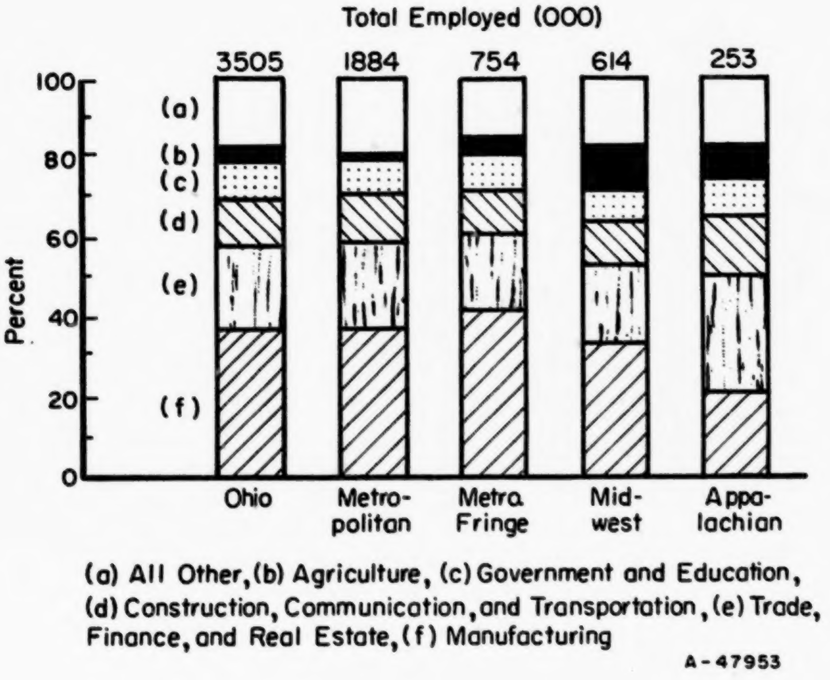


FIGURE 5. TOTAL EMPLOYMENT AND DISTRIBUTION OF EMPLOYMENT BY SECTOR FOR OHIO AND SUBSTATE AREAS, 1960

Source: "1962 City and County Data Book" in per capita income, it was about the same as in Pennsylvania, Michigan, and Indiana, and well above Kentucky and West Virginia. Statistics on average weekly earnings in all industries (excluding farm income) in Ohio indicate that there is considerable variation over the State.

Total non-farm employment in 1960 was 3.5 million, fifth highest in the nation. Manufacturing industries accounted for about 37 per cent of total non-farm employment, while farm and agricultural services accounted for 4 per cent of total employment. Distribution of employment by substate areas is shown in Figure 5. Farm employment, not included in any non-farm categories (part time, etc.), is estimated to have been slightly under 3 per cent of the State's total employed in 1960.

Trends. Total employment and average income both are increasing in Ohio. Total employment in manufacturing is increasing at the highest rate, while employment in farm and agricultural services is decreasing rapidly (most rapidly in the two rural areas). In addition, certain other trends not so easily substantiated by statistics are evident in the State's economy.

A high rate of technological development has permitted increasing specialization in our economy, resulting in higher rates of output per worker and higher income per wage earner. The effects of this on farm production and farm population have been partially offset by the high rates of urbanization that technological development has allowed (but not caused).

Increased specialization at the same time has greatly increased the organizational complexity of our economic system and has led to a greater degree of interdependence among the organizational components. In addition, increasing specialization at least implies increasing levels of job skills, requiring higher levels of education and information inputs.

Farm Economy

Characteristics. The "typical" farm in Ohio in 1959 was a "general" farm containing 132 acres operated by a family whose head was between 45 and 64 years old, who sold nearly $8000 worth of farm products during the year, and who had a "level of living" slightly below that in most areas of the State. As indicated by Table 2, such a farm in Ohio is really not typical. In the Metropolitan Areas, farms are smaller on an average but have considerably larger gross sales of agricultural products (mostly crops). Farms in the Fringe Areas obtain gross income from the sales of livestock and crops in the same proportion as farms in Midwest counties, but the much larger farms in the latter areas provide a much larger income per farm. The "average" Appalachian farm has the same number of acres per farm as the average for the State but a decidedly lower level of cash sales. Part-time and retirement farms are important in this area, and over half of the farm operators obtain more money from non-farm sources than from the sale of agricultural products.

Trends. There are many things happening to both farm and non-farm segments of the agricultural industry. Only a few of these are briefly considered here. As indicated

TABLE 2. CHARACTERISTICS OF FARMS AND FARM OPERATORS IN OHIO AND SUBSTATE AREAS, 1959

Characteristics	Ohio	Metropolitan	Metro. Fringe	Midwest	Appalachian
Number of Farms (000)	140.4	7.9	27.7	75.4	29.3
Acres per Farm	132	91	109	148	131
Type (Per cent of total farms):					
General	49	58	52	40	62
Field Crops	15	15	10	21	5
Specialty	1	4	2	1	1
Livestock[a]	35	23	36	38	32
Economic Class (Per cent of total farms):					
Total Commercial	61	54	54	69	45
over $10,000 sales	18	17	16	24	5
$2500-$10,000 sales	37	34	34	41	30
under $2500 sales	6	3	4	4	10
Other Farms	39	46	46	31	55
Per Cent Tenancy	38	43	44	30	41
Farm Operator's Age (Per cent of total operators):					
Under 45	35	28	34	38	30
45-64	46	50	46	45	48
65 and over	19	22	20	17	22
Total Cash Receipts Per Farm	$7826	$975	$7605	$9261	$3636
Per cent of total receipts:					
Livestock & Products[a]	58	33	58	58	71
Crops	37	64	37	36	22
Government Payments	5	3	5	6	7
Off-Farm Work (Per cent of total working off of farm 100 days or more per year)	38	43	44	30	41
Off-Farm Sources of Income Exceeding Farm Sales (Per cent of total farm operators)	43	48	49	22	55
Farm Operator Level of Living Index (median)[b]	117	123	121	119	92

Source: 1959 Agricultural Census.

(a) Includes all animal enterprises.

(b) A comparative indicator based on numbers of certain modern conveniences.

in Table 3, less and less of the State's 26 million acres is in farms. In fact, land in farms and numbers of farms are the only characteristics that aren't increasing rapidly. Losses of farms are occuring at the highest rates in the Metropolitan and some Fringe Areas, but at the same time average acreage per farm in these areas is increasing at a much faster rate than in other areas.

Farms are either growing larger, as indicated by the absolute increases in all farms with more than $10,000 sales, or dropping out of production (either through combination with other farms or changing to part-time or retirement farming). Off-farm work and sources of income are becoming relatively more important, particularly adjacent to urban areas. Also, there are proportionately more older farm operators in almost all areas of the State, due largely to the increase in part-time and retirement farms. Finally, the "level of living" of farm families is improving in all areas of the State, but most rapidly in the Appalachian Areas.

TABLE 3. CHANGES IN SELECTED FARM CHARACTERISTICS, 1950-60, FOR OHIO AND SUBSTATE AREAS

Characteristics	Ohio	Metropolitan	Metro. Fringe	Midwest	Appalachian
			Per Cent Change		
Land in Farms	-8	-28	-18	-5	-20
Number of Farms	-20	-42	-27	-11	-25
Acres per Farm	25	127	24	12	21
Economic Class					
Total Commercial	-37	-48	-41	-34	-44
$10,000 +	79	15	73	84	97
$2500-$10,000	-29	-34	-34	-35	4
under $2500	-84	-91	-87	-85	-79
Other	-15	-82	-24	120	-20

Source: 1950 and 1959 Agricultural Censuses.

Many factors are contributing to these trends. Effects of the technological revolution in farming are exemplified by the decline in prices received for agricultural products sold and an increase in prices paid for purchased production items. For those farmers still seeking an adequate income from the farm business, there are a number of ways in which adjustments to this squeeze are being made:

1. Increasing the size of production units, as indicated in Tables 2 and 3.

2. Increasing output per unit of input. Total production inputs have remained almost constant since 1950, while output per unit of input has increased 26 per cent. During the same period, output per man-hour of labor increased 110 per cent and crop production per acre increased 35 per cent. According to Heady and Tweeten,* projected

---

*Heady and Tweeten, "Projected Structure of U.S. Agriculture", p 472.

output can be expected to continue increasing at about the same rate as in the past, yet using about the same total inputs. Labor productivity also is expected to continue its past rate of growth.

3. Shifting to relatively cheaper (per dollar return) production inputs. The major shift has been to replace labor (and to a lesser degree, land) with capital as indicated in the following:*

	Per Cent of Total		Change in Inputs for Crop Production 1950-1960, per cent	
	1950	1960		
Inputs				
Labor	41.8	30.1	Labor	-40
Land	8.9	8.5	Cropland	-13
Capital	49.3	61.4	Machinery	12
	100.0	100.0	Fertilizer	81

4. Taking advantage of economies resulting from specialization. By concentrating on fewer rather than more items of the production process, lower total input cost per unit of output usually can be achieved. Hence, farmers are purchasing relatively more of the total inputs used in production. Purchased inputs increased 18 per cent from 1950 to 1963, while nonpurchased inputs decreased 24 per cent. Both trends are expected to continue.

5. Removing risk of income loss through integration or public programs. Integration of primary production units with supply or marketing organizations, cooperative or private, has proved successful for some commodity groups in the past and, from the best available information, is progressing more rapidly than is superficially apparent. Government programs, designed to alleviate the problems of "surplus" production, will undoubtedly continue to be tried. It is highly unlikely that the Government would completely abandon this sector of the economy.

6. Augmenting income by means of off-farm employment, as indicated above.

Considering the relative strengths of the above factors, and assuming no drastic changes in the general economy, it would appear that the average number of acres per farm in Ohio would be around 190-200 by 1975. With an estimated decrease in total land in farms of about 6 per cent, this would leave about 90,000 farms, 35 per cent fewer than in 1959.** With population and total agricultural production increasing at about the same rate, the farm surplus problem is still likely to prevail.

Increasing demands will continue to be placed on the managerial skills of farm operators. The average manager today is operating a $50,000 business, compared to one of $17,000 in 1950. This high capitalization and the substantial use of credit for non-farm production inputs requires skill as a business manager as well as a technical manager of the production plant itself.

---

*Heady and Haroldsen, "The Changing Shape of Agriculture", p 4.

**Ohio Soil and Water Conservation Needs Inventory, p 9.

Social Trends

Certain central tendencies seem to pervade most social changes in progress today. They are increased complexity, centralization, specialization, interdependence, formality, and impersonality. The predominant trends in social change appear to be the following:

1. Considerably decreased primary relationships (decrease in traditional kinship ties beyond the immediate family) and increased secondary relationships (shifting of certain former "family" functions to other specialized parts of the social structure).

2. Decreasing differences in population characteristics, comsumption patterns and styles of living, occupational status symbols, and to some extent in basic values, among societal "classes", occupational groups, rural and urban populations, and regions. We would appear to be moving toward a more homogeneous "middle class" society.

3. In general, a less autonomous character of locally defined or oriented groups of individuals with an accompanying lesser dependence on particular individuals and more on society in general.

4. Increased emphasis on special interests, and the greater importance attached to crowd or mass behavior and communication, with the corollary growth in both numbers and importance of large, formal organizations with centralized control and communication. The individual in such organizations tends to take on more impersonal characteristics. This trend is more dominant in economic and political structures and perhaps the most obvious trend in social structures today. There has also been a marked tendency for formal, centralized agencies of control and communication to penetrate local communities or localities. Governmental and educational organizations are examples of such agencies .

Rural and farm social changes are inherent in the foregoing trends of the general society. However, these general trends manifest themselves in rural and farm societies as follows:

1. A shift from a "traditional" rural society to a more "modern" society, in which can be found greater levels of technology and specialization, education, cosmopolitan attitudes, economic rationality, and empathy toward new concepts and situations. In such a society, receptivity to further change is large.

2. Increasing rural-urban migration, mobility, and common communications and problems, increasing interaction between rural and urban societies, and narrowing differences in values and, particularly, styles of living.

3. Greater specialization and other factors, with higher levels of education and attendant ability to communicate, which have fostered group relationships based on common interests rather than locality and have reduced the orientation from local trade centers (as sources of social, family, and farm business needs) toward larger urban concentrations.

4. Changes in many local social organizations, shifting of political influences from township to county, to regional, and to state, and frequent dissipation of local church bodies.

5. Intrusion of outside forces into local "ways of life", which has fostered a more cosmopolitan attitude on the part of rural residents.

The Changing Extension Service

A brief history of the OCES is presented in the following few paragraphs to indicate how the Extension Service arrived at its present organization, and how its objectives, methods, clientele, and subject areas have changed over time. (A more detailed presentation is available in Carlton F. Christian's History of Cooperative Extension Work in Agriculture and Home Economics in Ohio, the source on which this summary is based.)

Prior to the appointment in 1905 of A. B. Graham as the first Superintendent of Extension at OSU, "extension-type" meetings were being conducted in the many state and local Farmer Institutes as early as 1880. Local farm production demonstrations, initially encouraged and supported by the Agricultural Students Union, appeared as early as 1895. Graham himself initiated the first youth club work in the State in 1902. Agricultural Extension (presently the State Extension Specialist) and county extension originated from different sources and developed separately until they were combined by the Smith-Lever Act in 1914. Agricultural extension at OSU was developed by State action as a result of local encouragement, while the county agent system was by the Bureau of Plant Industry (USDA) simultaneously in several areas of the country. Prior to 1914, county agents were BPI employees.

The "cooperative" aspects of agricultural extension actually had their roots in the Farmer Institutes, although financially it began in 1913 with the appointment of the county agent in Trumbull County. The first State funds were allotted in 1909. The Smith-Lever Act, the Memorandum of Agreement, and subsequent state legislation set up the "cooperative structure" essentially as it now exists. Under Smith-Lever, the first county funds were appropriated in 1916.

The essential features of the "cooperative structure" of Extension, developing out of these early occurrences, are the mutual pooling of resources by county, state, and federal governmental agencies, and the mutual agreements regarding operations and responsibilities of these agencies. The counties provide physical facilities for the county staffs, as well as funds to cover certain other expenses. The state provides funds, the direction and coordination of the total Extension program in the state in a manner agreeable to the federal Government, and the basic inputs of extension activity and research information. The federal Government provides funds and agrees to conduct its extension activities of an educational nature through the state offices of Extension.

The first major growth in the agricultural extension staff was in 1910, and in numbers of county agents from 1918 to 1922. By 1922, the number of counties with agents had increased to the point where it was extremely difficult with the existing communications systems to adequately supervise all the county programs from Columbus; hence, this function was transferred to 4 District Supervisors. The first extension workers in home economics were appointed at OSU in 1909-10 and in the counties in 1917. A State Supervisor and 4 county extension workers in 4-H were first appointed in 1916. The first State Advisory Committee met in 1950. The last significant change occurred in 1957 with the appointment of one agent in each county to serve as chairman of the county staff.

The day after Superintendent Graham was appointed, he wrote the initial plan for the extension work. These initial objectives were: (1) elevating standards of living in rural communities, (2) emphasizing improvement of character-building traits, (3) acquainting youth with environment and fostering curiosity about environment, (4) providing youth with the elements of agriculture and farm practices or simplest facts of "domestic economy", and (5) educating adults in elementary science of agriculture and in most up-to-date farm practices. The first two major objectives pursued were the introducing of more instruction in agriculture and "domestic science" into rural schools, and aiding as many youth as possible through agricultural clubs. The first county agents had the assignments of studying farming conditions, providing technical information on farming practices, and promoting the county agent idea in other counties. Subsequent to passage of the Smith-Lever Act and as extension became more complex, project agreements with the USDA (stating project objectives as well as procedures) were developed. At one time 35 in number, these agreements have since been reduced to 8.

Most of the methods used throughout the history of the Extension Service were first used in these formative years. Lectures, bulletins, and news releases were first used because of limited staff. Short courses at OSU were offered almost from the beginning. The first extension school was held in 1908, and in 1909 the Alsdorf bill directed that such schools be extended to all areas of the State. Demonstrations and individual guidance were the primary tool of the early BPI county agents. Both demonstration and lecture techniques were used on the "agricultural train" that toured most of the State from 1906-13 with its displays and instructors. By 1915, there were 18 correspondence courses being sent out; and these were evidently successful despite their unpopularity with Extension Specialists and faculty. Use of radio (WOSU) started in 1928, was used regularly starting in 1935, and in 1943 the practice of sending transcripts out over the State was started.

Local Farm Bureau, Grange, and other rural society organizations were in no small way responsible for the early successes of the Extension Service. These organizations provided ready-made audiences, while the Extension workers provided ready-made lecturers and sources of information. The Farm Institutes were an Extension outlet long before its transfer to the Extension Service in 1915. The Institute was highly popular until the mid-1950's. The first Farm and Home Week was held in 1913. In the 1920's it became the occasion for many associations, societies, and other groups to hold concurrent state meetings of their organizations. This provided a most viable audience for the Extension workers. As Extension reached more and more people and population increased, Extension workers had to rely more on group action, no longer as a ready-made audience, but simply as a means of reaching more people. There were youth clubs even before the Extension Service itself, home demonstration clubs were federated in 1913, and toward the end of the decade, commodity committees were used increasingly by the county agents. Lay leaders from established organizations aided the beginning of the Extension Service, but the development of lay leaders became a more important activity in the early 1920's as the Extension Service set up committees and attempted to reach more people.

Except in their work with the 4-H clubs, the agriculture and home economics agents generally went their own way. In the 1950's, the "farm and home development" method attempted to unite agriculture and home economics agents in considering the family as a unit in trying to improve its economic and social well-being. A natural outgrowth of this concept was the "Resource Development" method which in essence extended the same idea to the community.

Early Extension work was concerned almost entirely with rural populations. Subjects dealt mainly with agricultural production, personal improvement, and home improvements. However, even from the beginning, Extension workers were concerned with community improvement (witness Superintendent Graham's bulletin and lectures on school consolidation and BPI county agent's efforts on road improvements). Extension necessarily intensified its efforts in agricultural production and home management during World War I. During the 1917 influenza epidemic, home economics agents carried on educational programs on prevention and frequently performed many necessary chores (few of them pleasant).

The end of World War I marked the start of 20 years of hard times for agriculture. In the post-war period of adjustment, Extension became involved in the cooperative movement as a means of counteracting price declines. It was during this period that they also started working with agricultural businesses, such as farm-supply companies and grain elevators. As the agricultural economy got worse, and with the advent of the Depression, leadership abilities of all agents were taxed in dealing with the almost impossible tasks of helping stave off foreclosures and counteracting always worsening morale.

With enactment of the Agricultural Adjustment Act and other legislation, the Extension Service became more involved in cooperative efforts with other state and federal agencies, such as in resettlement, soil conservation, farm credit, and other programs. During World War II, the Extension Service again emphasized production and efficient home management; and again after the war, the Service was concerned with adjustments to declining prices for "surplus" supplies of agricultural products. However, this time the situation was different. The problem was compounded by the greatest technological revolution agriculture had ever seen. In addition, another revolution was in progress in non-farm agricultural organization. These were initially studied by the Experiment Station researchers, and taking their lead, Extension moved into the "agribusiness" sector of the agricultural industry.

During the 1920's, more and more of the urban population began attending the Farm Institutes. It was largely this development that encouraged more programs with community interests. The idea of "farm and non-farm first, and as much urban as time and budget will allow" was born in this period. Progress of these community groups was given a boost by liberalizing legislation in 1943. Although the Farmer Institutes disappeared in the mid-1950's, the idea of a community approach to problems had been instilled in the Extension Service.

This brief summary has omitted many interesting aspects of the Extension Service's history, such as the significant contributions of the Farm Bureau and details of the many impressive accomplishments of the Extension Service. It is significant that agricultural extension was established after a long period of grass-roots interest and actions. The county agent system was set up by a federal agency at local levels. Hence, the Extension Service as we now know it resulted from the marriage of two independent endeavors attempting to do approximately the same things. It was not originally designed in its totality, as we currently know it, to do a specific job.

The organization and methods have been relatively stable over the years, and topics or subjects varied mostly only in emphasis at different points in time. It is interesting to note also that the Extension Service has almost continuously added different types of audiences to those clientele they were currently serving – never dropping ones being served.

This has been the Extension Service – now what is the Extension Service and what can it be?

PRESENT STRUCTURE AND FUNCTIONS PERFORMED

Objectives of the OCES

As indicated in the conceptual framework, objectives of the organization are the statements of reason or justification for the existence of the Extension Service and its activities. There is of course, a hierarchy of objectives. The ones considered here are the primary objectives, or purposes, of the Extension Service, including "types" of activities, subjects, and individuals and groups "served". Specific objectives are presented in a later section.

Federal and State Legislation

The Smith-Lever Act, as amended by Congress in 1953, reads in part as follows:

> "SECTION 1. In order to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same, there may be continued or inaugurated ... agricultural extension work which shall be carried on in cooperation with the United States Department of Agriculture....
>
> "SECTION 2. Cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics and subjects relating thereto to persons not attending or resident in said colleges in the several communities, and imparting information on said subjects through demonstrations, publications, and otherwise and for the necessary printing and distribution of information in connection with the foregoing; and this work shall be carried on in such a manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural college or colleges receiving the benefits of this act."

The Bankhead-Flannagan Act, approved in 1945 and consolidated in the amended act above, specified that extension work shall include

> "...technical and educational assistance to farm people in improving their standards of living, in developing individual farm and home plans, better marketing and distribution of farm products, work with rural youth in 4-H clubs and older out-of-school youth, guidance of farm people in improving farm and home buildings, development of effective programs in canning, food preservation, and nutrition, and for the necessary printing and distribution of information in connection with the foregoing."

The Agricultural Marketing Act, passed in 1946, directed marketing education and demonstration work to be done in cooperation with the marketing agencies, producers, and consumers.

The first State law relating to agricultural extension work was passed in 1909, prior to Smith-Lever, and has been amended several times since. The relevant sections of these are as follows:

"The College of Agriculture of The Ohio State University shall arrange for the Extension of its teachings throughout the State, and hold schools in which instructions shall be given in soil fertility, stock raising, crop production, dairying, horticulture, domestic science, and kindred subjects. [1909] . . . give instructions and demonstrations in various lines of agriculture at agricultural fairs, institutes, granges, clubs, or in connection with any other organization, that, in its judgment may be useful in extending agricultural knowledge. . . may conduct agricultural contests. . . may also include instruction by mail in agriculture and mechanical arts, and the publication of bulletins designed to carry the benefits of its teaching to communities remote from the college. [1910] . . . County Extension agents shall cooperate with the Department of Agriculture, the College of Agriculture of the University, the Agricultural Experiment Station, the Department of Education, and the United States Department of Agriculture, for the purpose of making available to the people of their respective counties the services of said agencies. Such agents shall act as representatives of the University and carry the teachings of its College of Agriculture in agriculture and home economics to the people through personal instructions, bulletins, practical demonstrations, and otherwise subject to such regulations as may be prescribed by the Board of Trustees of the University. Such agents shall render educational service not only in relation to agricultural production but also in relation to economics problems, including marketing, distribution, and utilization of farm products, as well as to other problems relative to the farm, the home, and the community. [1919]."

Interpretations and Expansions

Although both federal and state laws specifically state the "grand design" of the Extension Service, it is in fact how Extension workers interpret these legal specifications that is most significant. It might even be stated that it is how Extension workers interpret the interpretations of the laws by Extension administration that is significant. As indicated in the following examples, such interpretations will vary considerably:

LEGISLATIVE BODY -

"This informal educational program in agriculture and home economics and subjects relating thereto, strives to develop in rural America a citizenry that is informed, efficient, and self-reliant in their farm, home, business, and community.

"Extension brings to people the results of research and economic analyses, as well as information on government programs directly affecting their welfare. It is extension's responsibility to encourage and help people to apply this information in terms of their own situations."*

FEDERAL EXTENSION SERVICE -

"The Ohio State University agrees: To accept responsibility for conducting all educational work in the fields of agriculture and home economics and subjects related thereto. . . and such phases of other programs of the Department as are primarily educational. . . ."**

---

*Committee on Agriculture, House of Representatives, 88th Congress, 2nd Session, Food Costs – Farm Prices, Committee Print, U. S. Government Printing Office, Washington, D. C., 1964, pp 77-8.

**The Ohio Extension Guide, pp VIII-1 and 2.

"The act...makes it clear that there was to be no limitation in clientele – the only limitation being that of subject-matter content. Our interpretation of clientele to be served includes the whole complex of agribusiness and all of the facets dealing with the production, processing, storing, transportating and merchandising of foods and other agricultural products as well as supplying consumers with the necessary information they need to effectively utilize these products....work in this field is intended to be as broad as the whole population...."*

STATE ADMINISTRATIONS –

"Extension has a single function to perform – education for action, supported by facts derived from research, and directed at specific needs and problems."**

"The main purpose of the Ohio Cooperative Extension Service staff is to help people develop in themselves the necessary abilities to make adequate decisions based on their needs and interests for more satisfying living. ... The primary function...is education. In general, it is the philosophy of the Cooperative Extension Service to develop an educational program in agriculture and home economics that contributes to the general welfare of urban and rural people in Ohio."***

EXTENSION SPECIALISTS –

"The primary objective is to assist producers to increase their net income and thereby better their standard of living and financial security. Two main responsibilities: that of interpretation and dissemination of information and bringing about changes in people and practices. Primary responsibility to commercial producers through county agents. A 'watchdog' for trends in industry and broad problems. Training (education and information) of people in Extension and in associated non-Extension areas. Motivation. Work with industry as a whole toward goals of improving technical efficiency and improving competitive position."****

"A 'neutral' help and educational group engaged in the extension or dissemination of objective and unbiased interpretation of results from all new research and teaching. Education in all its ramifications: motivate a desire to learn and offer the information available which will meet their needs. Primary focus on development of individuals in order to help them live and adjust to society and become better citizens. Basically, the Extension Service is leadership training. As a social organization, implies all people are clientele. In agribusiness area: improving the farm production area infers simultaneous improvement of the system that takes the product out."*****

"The philosophy of teaching is to provide information to solve immediate problems and extend awareness of future difficulties. Teach people in methods of problem solving and help people recognize their capabilities and to make the necessary adjustments in society. Not to teach skills but to help people solve their own problems.****** Area of Extension education includes all phases of living that affect the development of the individual and the family. These include human relations as it relates to the individual, and the family, the group: problems in

---

*Letter to Director Kirby from FES dated November 6, 1963.

**A Guide to Extension Programs for the Future, pp 48.

***The Ohio Extension Guide, pp I-1.

****Interviews with Extension Specialists at OSU in technically oriented subjects.

*****Interviews with Extension Specialists at OSU in Agricultural Economics and Rural Sociology.

******Interviews with Extension Specialists at OSU in Home Economics.

> relation to personal satisfaction, influence on the life of the family, competence in acquiring and using income for the 'good life', skills and abilities for the best development of all.* Extension is for the family unit regardless of whether they are located in the city or on the farm."**

COUNTY EXTENSION STAFFS –

> "Primary responsibility of the Extension Service is education. Project the educational philosophy of the land-grant college. Provide people with adequate information to reach sound decisions. Resource person to meet or serve the needs of people, to solve current problems, teach principles and methods of problem-solving, teach skills and techniques, broaden knowledge and awareness of problems. Minor service activities which help promote organizational work. Neutral organizer of activities and programs. Coordinator of other agencies, organizations, and groups. Thought stimulator and introducer of ideas, a 'catalyst', a 'change agent' aimed at developing leadership and better sense of values. Help people attain better standards of living, securing and developing the 'good life' for the citizenry of our community. People in agriculture have priority. Limited personnel cannot hope to work with persons of the final stage (late adapter, etc.) on an individual basis. Duty to serve any group of people who may have problems. Responsibility to all areas in which the University might be doing research."***

In interviews with members of County Advisory Committees and with industry groups and clientele of the Extension Service, still other interpretations were obtained regarding the primary objectives. Since this study explicitly excluded exploring clientele "awareness", these interpretations are considered only as they reflect on their use and potential use of the Extension Service.

The Resources or "Means" of the OCES

Attention is now directed towards the vehicle or mechanisms for carrying out the purposes or primary objectives of the Extension Service. The mechanism consists of the over-all organization of the Extension Service – its components and the relationship between them, the personnel who do the extension work, and policies that govern the interaction of the personnel within the organization.

Relation to Other Agencies and Organizations

Both federal and state laws specify that the Extension Service will cooperate with certain other agencies and organizations. Hence, it is necessary to consider the relationship between the Extension Service and agencies and organizations outside The University. The number of agencies and organizations that the Extension Service cooperates or works with in one way or another are almost too numerous to count.

---

*Extension Specialists in Home Economics, A Projected Program for Home Economics Extension, Agricultural Extension Service, The Ohio State University, Columbus, January 1962, p 2.

**Interviews with Extension Specialists at OSU in Home Economics.

***Interviews and questionnaires to county Extension staffs. There was a wide variation in views of the purpose of the Extension Service at the county level. These statements reflect the dominant variations.

Although it is impractical to list all or even a major share of these organizations, some examples can be given to indicate the main "types" of relationships that exist.

Formal agreements. Besides the Memorandum of Agreement between the United States Department of Agriculture and The Ohio State University, the Extension Service and certain other agencies also have "agreements" regarding areas of responsibility and the nature of cooperation among individual workers. Those agencies with whom agreements have been made are as follows:

1. The USDA-OSU Memorandum of Agreement basically states that all Extension work in Ohio will be coordinated by and carried out through a Director of Extension at OSU, and that in return for federal funds to help support this work, the OCES will carry out certain programs of the USDA that are of an educational nature.

2. The Soil Conservation Service and the Farmers Home Administration offices in individual counties and the county Extension staffs cooperate on providing and disseminating information regarding conservation practices and farm conservation planning on the one hand and farm finance management on the other.

3. The Ohio Department of Agriculture can request the aid of the county Extension staff to help in educational programs, usually in cases of disease or pest control programs.

4. The Division of Forestry of the Ohio Department of Natural Resources uses the educational function of the Extension Forester, while their own Farm Forester provides individual assistance for specific problems. In the same Department, the Division of Wildlife uses the Extension Service to provide educational programs on wildlife management.

5. The Ohio Department of Education uses Extension Specialists for in-service training of vocational agriculture teachers. The cooperative agreement directs the supervisors of the vocational agriculture and home economics activities, the Future Farmers of America, and the 4-H clubs in each county to plan programs so that they supplement each other.

Extension related organizations. These organizations, some established originally by the Extension Service, aid in carrying out Extension work. The County and State Advisory Committees, other special advisory groups, and the many commodity committees and associations are prime examples. Figure 6 shows the relationship of the different advisory groups to the OCES.

Financial relationships. Some organizations provide funds to help support specific activities of the Extension Service, that probably couldn't be afforded otherwise. The Rural Electrification Council and the Dairy Herd Improvement Association are two of these. As indicated in Figure 6, facilities for the county staff are provided by the County Commissioners, while county funds are dispensed through the State treasurer.

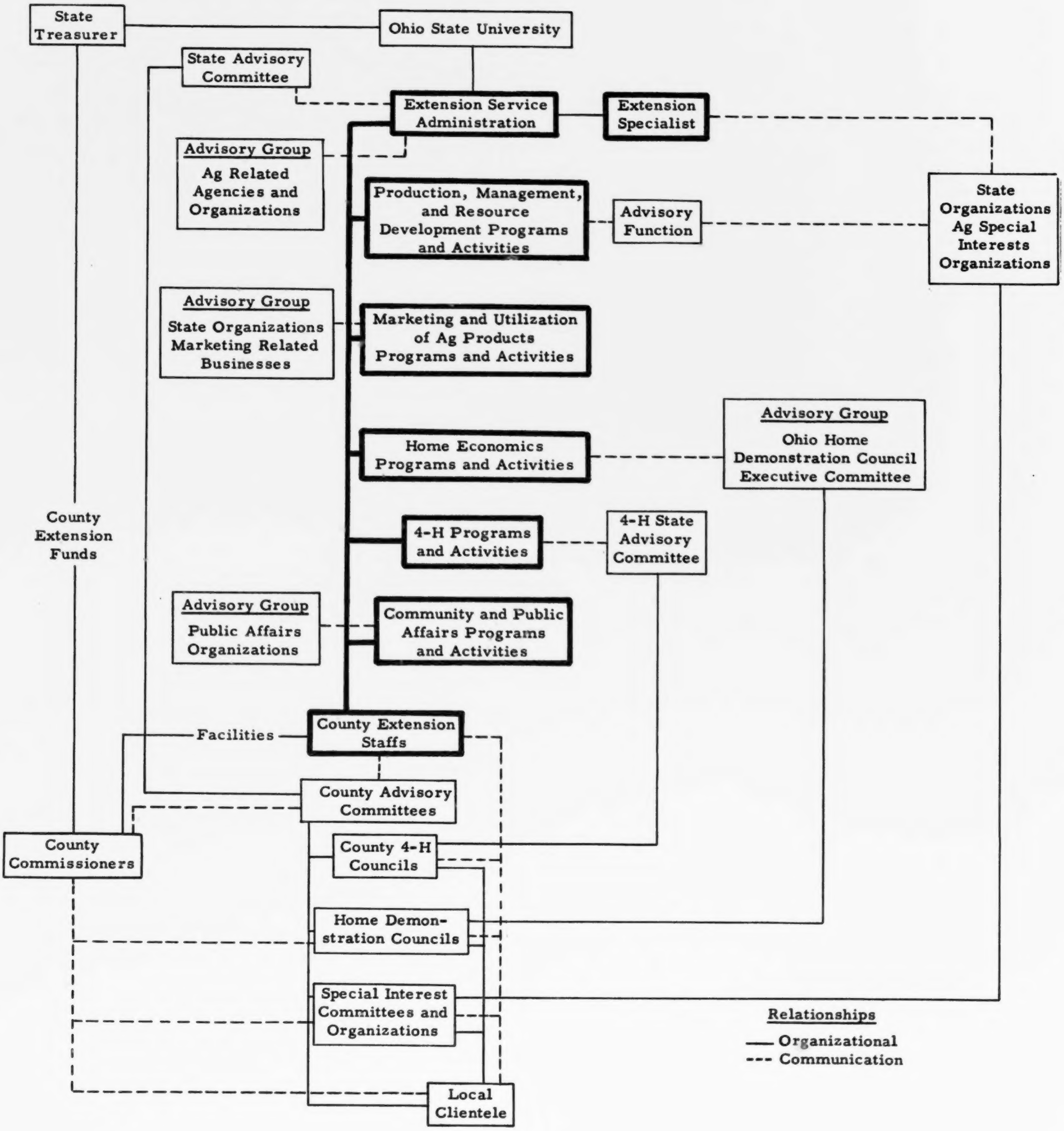

State Treasurer
Ohio State University
State Advisory Committee
Extension Service Administration
Extension Specialist
Advisory Group
Ag Related Agencies and Organizations
Production, Management, and Resource Development Programs and Activities
Advisory Function
State Organizations Ag Special Interests Organizations
Advisory Group
State Organizations Marketing Related Businesses
Marketing and Utilization of Ag Products Programs and Activities
Advisory Group
Ohio Home Demonstration Council Executive Committee
Home Economics Programs and Activities
County Extension Funds
4-H Programs and Activities
4-H State Advisory Committee
Advisory Group
Public Affairs Organizations
Community and Public Affairs Programs and Activities
Facilities
County Extension Staffs
County Advisory Committees
County Commissioners
County 4-H Councils
Home Demonstration Councils
Special Interest Committees and Organizations
Local Clientele
Relationships
—— Organizational
--- Communication

FIGURE 6. ORGANIZATION CHART SHOWING RELATIONSHIPS OF ADVISORY GROUPS AND COUNTY COMMISSIONERS TO THE OHIO COOPERATIVE EXTENSION SERVICE

Common membership. The Extension Service carries out some of its work as one of a number of contributors to a common effort. Membership on the Ohio Inter-Agency on Youth is one example. However, participation in the County Resource Development Committees undoubtedly has brought together the largest numbers of federal, state, local, and private agencies and organizations of any such common program.

Program assistance relationship. The most informal relationship is with the many public and private organizations that cooperate with the Extension Service to aid in serving the clientele. Some allow use of their facilities for demonstrations (such as meat-packing plants), some donate prizes for youth contests, and others provide the outlets of their mass communications facilities for Extension Service information.

Internal Organization

Several changes in organization have been announced recently – in fact, since this study was initiated. One of these, in The University's organization, was the appointment of a Vice President in-charge-of Educational Services. This includes the continuing education and the television facilities. Directly responsible to him is the Dean of Part Time and Continuing Education, who coordinates adult education extension at The University. This new arrangement undoubtedly will have considerable benefit for future adult education extension programs in all areas.

A second change in organization was the combining in a single administrator of the positions of Dean of the College of Agriculture and Home Economics (resident instruction), Director of the Agricultural Experiment Station (research), and Director of the Ohio Cooperative Extension Service. Such a move assures effective coordination of the three missions of the College of Agriculture and Home Economics. However, this was not a unique move since several states had already made this change. In addition to the three divisions already mentioned, the School of Home Economics also is a major division of the College. Each division is headed by an Associate Director.

As indicated by Figure 7, the Extension Service does not operate independently of the other three divisions. This results from the fact that in Extension there are two important elements – the "extender" and the information extended. Since technical information is generated within the organization of the Agricultural Experiment Station, it was decided early that Extension Specialists as well as instructors in resident instruction could benefit from close proximity to research. Hence, in most subject areas, teaching, research, and extension are combined in subject-matter departments.

The Associate Director of the Extension Service has administrative responsibility for the Extension Specialists. He shares responsibility, through the respective Assistant Directors for individual program development, with the chairmen of the various subject-matter departments in Agriculture and the Director of the School of Home Economics. The latter have control over the technical information content of Extension Specialists' publications and talks.

Extension Specialists in practice do not work through the administrative lines indicated in Figure 7, but typically through the District Supervisors or the District Program Leaders in their program area to assist their counterpart at the county level.

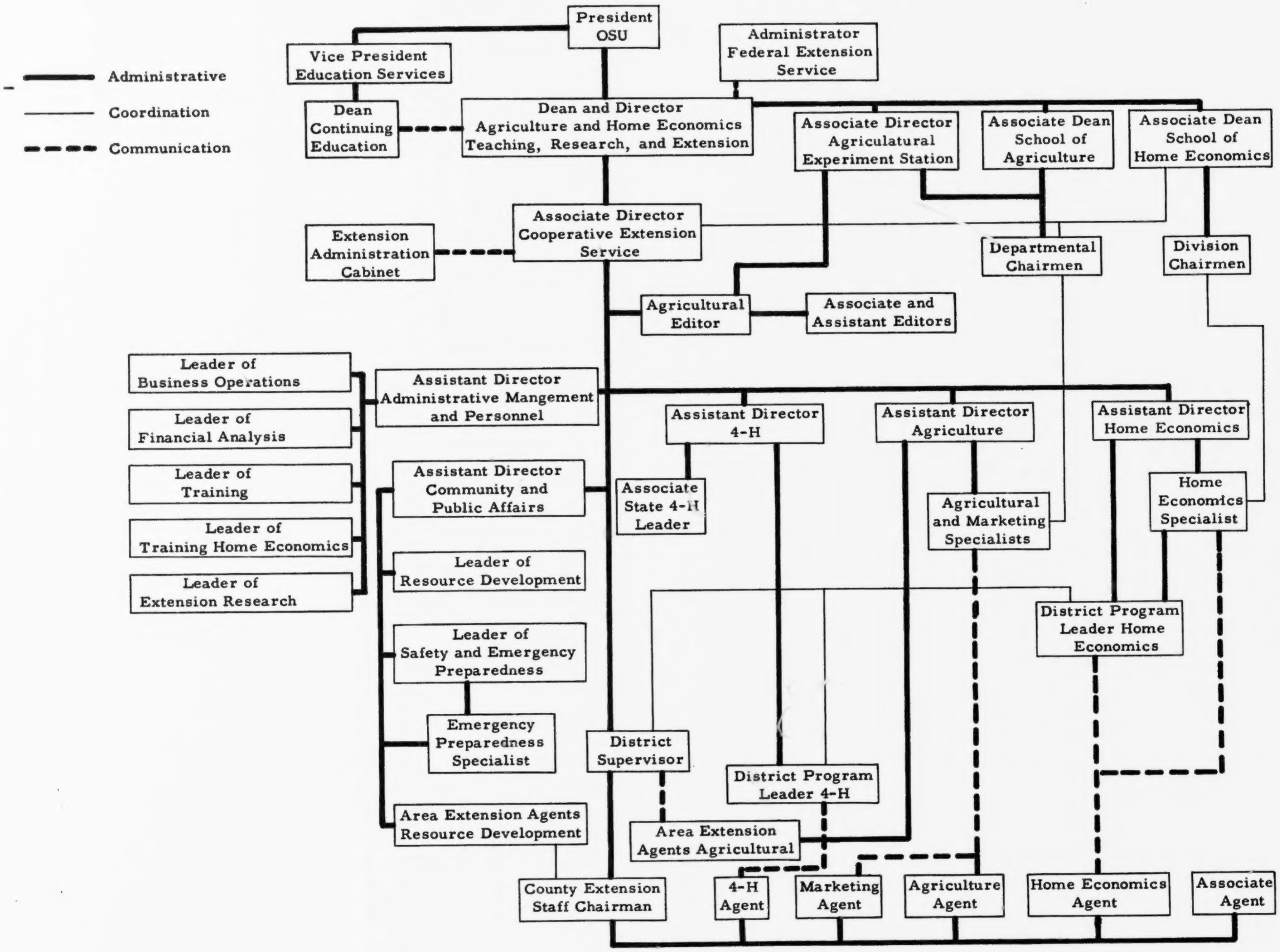

Administrative
Coordination
Communication
President OSU
Vice President Education Services
Administrator Federal Extension Service
Dean Continuing Education
Dean and Director Agriculture and Home Economics Teaching, Research, and Extension
Associate Director Agriculatural Experiment Station
Associate Dean School of Agriculture
Associate Dean School of Home Economics
Extension Administration Cabinet
Associate Director Cooperative Extension Service
Departmental Chairmen
Division Chairmen
Agricultural Editor
Associate and Assistant Editors
Leader of Business Operations
Leader of Financial Analysis
Leader of Training
Leader of Training Home Economics
Leader of Extension Research
Assistant Director Administrative Mangement and Personnel
Assistant Director 4-H
Assistant Director Agriculture
Assistant Director Home Economics
Assistant Director Community and Public Affairs
Associate State 4-H Leader
Agricultural and Marketing Specialists
Home Economics Specialist
Leader of Resource Development
District Program Leader Home Economics
Leader of Safety and Emergency Preparedness
Emergency Preparedness Specialist
District Supervisor
District Program Leader 4-H
Area Extension Agents Resource Development
Area Extension Agents Agricultural
County Extension Staff Chairman
4-H Agent
Marketing Agent
Agriculture Agent
Home Economics Agent
Associate Agent

FIGURE 7. ORGANIZATION CHART FOR THE OHIO COOPERATIVE EXTENSION SERVICE

The District Supervisors directly supervise and assist the programs at the county through the county Extension staff chairman. The District Program Leaders for 4-H and Home Economics also assist with county programs in their respective areas. Area agents generally initiate and conduct their own programs, largely independent of county Extension staff programs. Other state Extension workers work through the District Supervisors and county Extension staff chairman. What these Extension workers are and what they do is considered in more detail in the next section.*

The Extension Administration Cabinet is an advisory body to the Director on matters of policy on all aspects of Extension. It is composed of the Associate Director, Assistant Directors, District Supervisors, and the Agricultural Editor.

Personnel

The Organization Chart (Figure 7) shows four general types of Extension workers – administrators, supervisors, supporting services, and the extension agents. These are considered in the following subsections, with brief descriptions of their functions, the number of each type, and areas of specialization where appropriate:**

Administrators

Director of OCES: responsible to the President of The University and the Administrator of the Federal Extension Service for the over-all administration and operation of the OCES; determination of Extension policies, philosophy, and functions within the framework established by law; maintenance of proper relationships between the OCES and all agencies and organizations.

Associate and Assistant Directors (6): responsible to the Director for the conduct of all administration of the Extension Service, including personnel recruitment, evaluation, training, education, and administration; development, administration, and reporting of budgets; and development and coordination of the entire Extension program.

Subject-Matter Department Chairmen (11): review programs of specialists in their area and monitor information content of their communications.

Supervisors

Business and Finance Leaders (2): responsible to the Directors for all business operations and financial analysis.

State Leaders and Assistant Leaders (9): responsible to the Directors for the direction of programs in each of the areas – resource development, safety and emergency preparedness, 4-H, training, and research – and coordination with other program areas.

District Supervisors (6): responsible, insofar as possible, for the total administration of programs and personnel in each district; also, serve as liaison between county Extension staffs and Extension Specialists.

---

*Reflects most recent changes in Extension organization.

**For more detailed information, see The Ohio Extension Guide and OCES Annual Reports, on which most of this information is based.

District Program Leaders (6): assist county Extension staff with programs and serves as liaison between county Extension staffs and Extension Specialists.

Supporting Services

Agriculture Editor, Associate and Assistant Editors (9): the Agriculture Editor has a joint appointment in the College and Experiment Station and the Extension Service; responsible for printing and dissemination of information on agriculture, home economics, and related subjects; for improving public relations, and for supervision of correspondence courses; includes Associate or Assistant Editors in the following areas:

Administration and Supervision
Audio-Visual Communications and Emergency Preparedness
Written Communication and News and Press
Visual Aids
Publications
Radio
Home Economics Radio and Press
Home Economics Publications
Television

Extension Agents

Subject-Matter Extension Specialists (92): serve as a source of up-to-date information in respective fields; interpret technical information for popular consumption; prepare publications; cooperate with District Supervisors on training and program assistance needed in districts; transmit problems back to researchers; serve in advisory capacity to groups or agencies that will contribute to program execution. The numbers of Extension Specialists by subject-matter department are as follows:

Agricultural Economics and Rural Sociology	19.11	men equivalent*
Agricultural Engineering	6.78	" "
Agronomy	10.02	" "
Animal Science	5.93	" "
Botany and Plant Pathology	2.03	" "
Dairy Science	4.89	" "
Dairy Technology	.90	" "
Home Economics	12.55	" "
Horticulture and Forestry	6.67	" "
Poultry Science	2.27	" "
Zoology and Entomology	4.46	" "
Total	75.60	men equivalent

Area Extension Agents (9): develop and conduct projects in areas of specialization and assist county Extension Agents; areas of specialization of these agents are as follows:

Farm Management	1
Horticulture	1
Farm and Home Development	1
Resource Development	4
Marketing	2

---

*The equivalent number of full-time Extension workers, having adjusted for joint appointments, leaves, etc. (Ohio Cooperative Extension Service Annual Reports, Projects 3-7, 1963).

County Extension Agents (210): development, execution, and administration of an integrated and well-balanced county education program "based on the needs and interests of the people in the county". The numbers of County Extension Agents in the State, by type, are as follows:

Agriculture	82
Home Economics	74
4-H	52
Marketing	1
Assistant	1

Policies

Some policies already have been considered in the foregoing section on organization and personnel responsibilities and functions. Policies of an organization are not always easy to determine. This is even more true for an organization like the Extension Service, where some policy is not in written form and some written policies are not adhered to. However, the following are the most relevant of those that could be determined.

Personnel. Policies regarding the addition of new personnel to the Extension Service are very relevant at the present time, with some 28 vacancies at the county level. The decision on which of these 28 "slots" are to be filled as funds and new employees become available is based on three major criteria – the number of commercial farmers (multiplied by .01), the total rural population (multiplied by .01), and total population (multiplied by .001). The rank of the counties according to the sums of these products determines the order of filling vacancies.

Potential employees of the Extension Service are evaluated on the basis of a set of standards for the various positions and levels, established both to provide standards for potential new employees and to measure their fitness for advancement at a later date. All full-time professional employees in the Extension Service are appointed by The University Board of Trustees to the faculty of The University.

Evaluations of Extension workers for promotion or salary increases are made by District supervisors in the case of the county Extension agents and by the subject-matter department chairmen in the case of the Extension Specialists. From this evaluation, the Extension worker is given a "rating" which, along with advanced academic training, length of service, etc., determines his eligibility for promotion or salary increases.

It is the policy of the Extension Service administration to encourage professional advancement through more formal academic instruction. Financial assistance is provided for eligible employees. Participation in in-service training activities is optional for all staff except for the following training activities:

Induction training conferences
Annual extension conferences
Monthly state staff conferences
District spring conferences
Special conferences called by Extension administration.

Programs Initiation and Approval. Two statements summarize policies regarding program development, execution, and administration relating thereto:

> "...the general rule that the Extension Service solves problems at the level at which they occur.
>
> "Decisions regarding functions and programs should be made as near as possible to the level at which they are carried out."*

Both the Extension organization and its policies reflect these statements.

The Ohio Extension Guide is emphatic in stating that Extension programs should start with people and grow from basic information and the feelings of people. It also directs the county Extension staff to cooperate in developing an integrated, well-balanced educational program. This is to be done in cooperation with both the County Extension Advisory Committees and the District Supervisors. The programs are to be long-range projections of Extension activities, formulated within the framework of the Project Agreements. The District Supervisor' s role is strictly that of an advisor. Although it is his duty to reject unsatisfactory programs or parts of programs, experience indicates that he can nearly always achieve a desirable change by simple persuasion.

Extension programs also are developed and carried out by Extension Specialists. The appropriate program Assistant Director advises the Specialist in the preparation of the program and, as in the case of the District Supervisor, has the seldom-used perogative to reject any or all of the Specialist's program. The subject-matter department chairman reviews the proposed program and, at the discretion of the Director of Extension, may take an active role in directing its development.

The stated policies of the Extension Service further support this "ultimate-user" development of programs by the obvious omission of the word "initiate" or "develop" in specifying the duties of Supervisors and even program Assistant Directors. Rather, such terms as "coordinate", "guide", and "provide leadership" are used. Certain "emergency" programs, which may originate from a variety of sources (few of which are in the Extension Service), may be handed down, or "coordinated", through the Assistant Director's office; or, he may actively participate in programs or activities involving Extension workers from several disciplines.

Direction, Reporting, and Evaluation. It is a general policy of the Extension Service for each administrative level, from County Extension staff chairman to Assistant Directors, to make "all decisions, insofar as possible" regarding administrative and personnel matters in their areas of responsibility. Also, communications at all times are to be through proper channels.

Plans of work, which specify the short-run "goals" of the Extension workers, must be submitted annually by both county and state personnel. These are compiled and forwarded to the Administrator of the Federal Extension Service for approval. Budgets are made up by each county Extension staff chairman and forwarded for inclusion in the over-all Extension Service Budget. Other special reports as requested by the Extension administration are compiled by the county and state Extension workers.

---

*Ohio Extension Guide, p IV-1.

As part of the educational process, results are continually evaluated. County Extension agents usually maintain daily records of and evaluations of their activities. Both monthly and annually they submit both a statistical report (indicating numbers of contacts, hours devoted to areas of education, etc.) and a narrative report (describing the nonquantitative characteristics of their activities and observed results).

Policies in Other Areas. Extension Service publications generally originate from the Extension Specialists, although the Agriculture Editor may either suggest a particular subject to Extension Specialists or actually write one himself in special situations. Final determination of the worth of proposed publications has in the past rested with the subject-matter department chairmen. However, because of recent increased attention given to subjects of some of these publications, they now must also be approved by the appropriate program Assistant Director. The Director of the Extension Service is final authority on all publications, but responsibility has been delegated to the Agriculture Editor with the aid of the Assistant Directors.

Policies of the Extension Service not only govern the internal relationships of employees of the Service, but also the relationship of the Service to other agencies and organizations. It is the responsibility of the Director to maintain these proper relationships. The essentially "positive" relationships were indicated in the section on organization. However, there are specific policy statements regarding relationships with organizations in general - especially those whose functions include the influencing of legislation. In situations involving a controversy with political implications, the Extension worker can provide facts but may not render judgements. With respect to commercial, general, or special-interest organizations, the policy guiding such relationships is as follows:

> "That the time of University-employed personnel be used on the basis of advancing and emphasizing educational programs of a constructive and progressive nature and not for dispatching the business activities of the...groups."*

Policy statements also point out the mutual benefit to be derived from cooperation with these organizations, as well as the fact that educational services are available to all groups and citizens.

OCES Programs and Activities

The task of condensing over 96,000 man-days of Extension effort, reported in nearly 500 pages comprising the Extension Service's Annual Report (not to mention the annual narrative reports from the 88 county Extension staffs), is too great for the limited space of this report. Rather, an effort is made to present a broad view of Extension programs (with examples that are most typical) and a summary of the activities of Extension workers in carrying out these programs.

---

*The Ohio Extension Guide, p VIII-11.

Extension Service Programs

As the Smith-Lever Act specifies the "grand design" of the Extension Service, so the 8 Project Agreements, provided for in the Memorandum of Agreement, specify the "missions" of Extension efforts in Ohio, as indicated in the following:

> "The project agreements provide the framework within which all extension work in Ohio is planned and conducted. County, Area, and State long-time programs, annual plans of work, and reports of results are prepared over these project agreements. All Extension effort expended in Ohio should make a contribution to the achievement of the State Extension objectives...."*

Individual programs of Extension workers could be considered "secondary missions" within which their annual plans of work specify the immediate goals for their activities. Examples are provided in the following summary of the 8 project agreements:**

Project No. 1 — Administration: Covers the duties and responsibilities of the Director, his immediate assistants, and administrative staff specialists.

Objectives: To administer the activities of the Extension staff so that objectives of the Service may be best accomplished, including over-all administration and program direction, proper staffing, coordination, training and professional development of staff, financial and administrative management, program reporting systems, and effective working relations with other agencies and organizations.

Scope of programs: improve staff abilities in program development, and in financial, office, and personnel management; provide for professional development of staff, conduct research in areas related to Extension, and extend knowledge and understanding of emergency preparedness techniques.

Program Example:

Program Objective: Improve understanding of and abilities to plan long-time programs based on the common and interrelated needs of the people concerned.

User-group: cooperative Extension staff.

Methods: State-wide three-day workshop for 47 selected county Extension agents. Principles involved in long-time program planning were presented and related to the resource-development approach to county planning. These served as the core for area workshops in the four Extension districts. Favorable attitudes were encouraged toward setting up county study groups, toward the long-time program planning concept, and toward closer working relationships with other agencies and organizations. Follow-up to the workshop is carried out under the leadership of the District Supervisors.

---

*Foreword to Cooperative Extension Work Projects 1 through 8.

**This information is taken from OCES Annual Reports on respective projects and the Listing of Project Agreements. Most of the information is paraphrased from its original form for purposes of brevity.

Evaluation of program: Considered successful. Expect all counties to have long-run development programs under the direction of the county Extension agents within 1 year.

Project No. 2 - Extension Information: Primarily concerned with servicing and training in communication, including development and effective use of mass media, publications, and visual aids in Extension teaching.

Objectives: Assist Extension teaching with written and audio-visual materials; conduct in-service training in communication methods; provide practical and current technical information through mass communication media and assist them in educational news programs; assist Extension in public relations matters; coordinate information programs with those of other University agencies and the Federal Extension Service; assist other governmental agencies in informational programs.

Scope of programs: Print, collect, and distribute publications and printed matter; maintain master radio tape, television film, and video tape services for radio and TV stations; write and distribute periodic columns, news releases, or special articles to mass communications media; publicize and promote or provide news coverage of Extension or agriculturally related events; administer correspondence courses; provide communication aids, communications training sessions, visual and teaching aids, and assistance with writing to Extension staff.

Program example: Summary of activities

	1963	1962
Publications:		
Printing jobs	261	298
pieces	3.5 mil.	4.1 mil.
Mimeograph/multilith (pages)	8.0 "	11.4 "
Mailed	2.1 "	1.8 "
Given to visitors	4,312	3,970
Letters of inquiry	1,771	1,850
News and Press Releases	1,127	1,322
Radio		
Radio tapes	1,612	1,549
Daily programs	867	N.A.
Television and Films		
Television programs	265	255
Films (Misc.) showing	652	808

	1963	1962
Teaching Aids		
35 mm Slides	14,735	14,471
Pieces of art work	1,686	1,905
Correspondence Courses		
Mailed	628	578
Received	492	500
New students	97	121

Project No. 3 – Agricultural Production, Management, and Natural Resource Development: Concerned with the organization and operation of agricultural resources, giving due consideration to sound resource conservation development and use.

Objectives: Apply plant and animal industry practices that contribute to efficient production and products; manage land, labor, and capital for efficient production and marketing of products; apply practices that will conserve, develop, and use natural resources efficiently.

Scope of programs: This is the largest of the project areas in terms of programs being conducted and numbers of Extension Specialists. All subject-matter departments have projects except Dairy Technology and Home Economics. The project agreement states that the "subject-matter specialists will be primarily concerned with supporting and strengthening the work of county and area Extension agents".* Specific objectives for each disciplinary group are summarized in the following, with numbers of subject-matter departments having programs under each broad objective: understanding the relationship between volume and efficiency and net income (5); recognizing farming as a business (2); developing managerial ability to make the best use of land, labor, capital, and new technical developments (7); producing a kind and quality of product for which there is a market demand (6); understanding available alternatives resulting from government programs (2); developing skill in applying business management principles to farming operations (1); acquiring appreciation for doing a good job of farming (3); using safe practices (1); quality and efficiency of production in relation to food processing (3); wise use and conservation of natural resources (4); proper use of control measures in combating insects and diseases (4).

Program examples:

Program Objective: Educating farm drainage contractors to understand and develop skills in planning, surveying, and installing good farm drainage systems.

User-group: Drainage contractors and drain tile company personnel.

Method: An annual drainage short course held at OSU conducted by agricultural engineers and Extension Specialists on the principles and techniques of proper installation of drain tile systems.

---

*Cooperative Extension Work Projects 1 through 8, Project 3, p 5.

Evaluation of program: Twenty-one trainees attended this session. A tile manufacturer reported that his representative was making profitable use of the knowledge he gained. A school principal praised the drainage work that one of the short-course graduates did on his new football field.

- - - - - - - - - - - - - - -

Program Objective: Helping both farm and non-farm people understand the importance of and proper use of control measures in combating insects and disease.

User-groups and methods: County agents and chemical company dealers at district conferences; dealers and technical development men at meetings, tours, and with summary reports; county agents at a specially conducted short course on basic principles of plant disease; civic and local special interest clubs and committees at talks; fruit growers and area Extension agents at area fruit schools; county Extension Agents, pesticide dealers, commercial growers, and home owners through news releases; fee-paid testing of disease specimens at the Plant Disease Clinic; a sheep producer on a local call to trace down source of specific infection; Farm Science Review demonstrations on symptoms and control of plant diseases.

Project No. 4 – Marketing and Utilization of Agricultural Products: Concerned with the effectiveness of marketing and utilization of agricultural commodities, improving farm supply services, and educational work on economic, social and technological problems.

Objectives: Help agricultural marketing and supply firms acquire and apply the most useful information possible in their operation so as to perform more efficiently, operate more profitably, and make their maximum contribution to the entire marketing system; inform consumers of changes in supply characteristics of products to permit decisions leading to maximization of consumer satisfaction.

Scope of Programs: Managements become more efficient in processing and marketing goods and providing services through greater knowledge of effects on their businesses of organization, technology, market situation, institutional controls, consumer influences, etc.; increased efficiency in marketing commodities by producers; increased effectiveness of consumer food purchasing decisions; greater understanding of marketing system; improved effectiveness of regulatory officials in milk marketing.

Program example:

Program objective: Household consumers increase knowledge of current supplies and prices of agricultural food products and expected changes in supplies and prices.

User-group: Homemakers.

Method: Initiation of a weekly newsletter Let's Go Shopping, containing current and short-run outlook information on food supplies and prices. After some field testing, it was decided to add a second page, released bi-weekly, on topics of current interest or marketing functions, and to change the name to The Ohio Food Market Situation and Outlook. A weekly radio program, radio tapes prepared by specialists, television programs, newspaper releases and columns, and leaflets were other communication channels used at state, area, and county levels to disseminate information.

Evaluation of program: Measurement of success of such a program is difficult. County and area agents indicated that the information was being used. A letter from a food broker requesting a change of address added that "my wife raves over your releases. She thinks they are fine". There are definite indications that mass communication media want to devote more space to this type of information, some overtly encouraged by their customers. One county Extension agent indicated that "More homemakers seem to be aware of the food information program than any other Extension program".

Project No. 5 – Home Economics: Concerned with improving management ability, knowledge, and skills in meeting the needs of the family at home, in the market, and in the community.

Objectives: Help all people clarify their goals; help families acquire skills in the use of their resources for the development and satisfaction of the family, analyze their resources, and achieve their goals through improved home economics practices.

Scope of programs: Improving knowledge and skills regarding nearly every facet of the home, the family, and the individual, including clothing, nutrition, family relations, credit, furniture, decorating, family resources, etc .

Program example:

Program objective: Families and individuals to make informed decisions in use of money for current buying.

User-group: Primarily homemakers.

Method: Program carried out almost entirely through county programs, about 21 in the state; trained leaders presented lesson to a group planned around their special interests; one agent devoted 15 releases of her weekly homemaker column to consumer information, and a second agent 5 releases; programs on radio and TV were devoted to the topic; special compilation of income and retail sales was sent to county Extension agents and about 5000 copies of a relevant Extension bulletin were mailed; tours were used as follow-ups to group meetings; talks were given to youth groups, civic groups, and a number of other organizations.

Evaluation of Program: Reports from county agents for home economics indicate that some consumers are, to some degree, using the information received.

Project No. 6 – 4-H and Other Youth Extension Work: Provide educational assistance to youth in the advancement of their growth and development; supplementing training received in the home, church, and school; effective assistance to youth with their growing-up problems, including the development of character, leadership, citizenship attitudes and ideals, as well as vocational skills, and an increased understanding, appreciation, and application of science.

Objectives: The 10 objectives of the 4-H project are concerned with the development of the youth's attitudes, knowledge, skills, and abilities, leading to personal attainment and satisfaction, as well as social awareness and responsibility. Objectives of Extension staff include development of projects and programs, providing educational activities, giving direction in leadership development, and providing leadership in the development of teaching aids.

Scope of programs: Implement the above objectives, by working with other youth-interested agencies, and adult planning of activities and specific programs.

Program example:

Program objective: Help young people to explore careers related to agriculture and home economics and to recognize the need for continuing education.

User-group: Teenageers and young adults.

Methods: Youths visited various colleges on Career Days, where Extension workers explained vocations in agriculture and related fields; a county-wide meeting for high school counselors was provided by the Chamber of Commerce at which OSU faculty discussed the future of agriculture in the State; junior leaders toured area colleges; a succession of open houses were held at a city hospital with short presentations by doctors, nurses, technicians, etc., on their specialties; one county Extension staff member in each county was appointed guidance and counseling agent to assist in any opportunity programs developed in the county.

Program Evaluation: One of the continuing programs in 4-H. Most efforts are uncoordinated and originate at the county level. One career conference on the OSU campus had over 600 youths and parents attending, compared with 250 in past. Through the programs, some students who never considered college are now doing so and the attitudes of some youth counselors toward agriculture have been significantly changed.

Project No. 7 – Community and Public Affairs: Includes education in the area of mutual concerns of people as members of individual communities and their general concerns as citizens with public affairs issues.

Objectives: Provide adequate information to reach decisions regarding roles in helping farm people secure more income; interpret social and economic trends, conditions, and social change including future needs for communities, planning, and community adjustments; develop skills and increase abilities as community leaders; develop abilities to make decisions on specific community problems.

Scope of programs: Provide instruction on use of outlook information; train in the processes of social change and use of resource development; improve understanding and attitudes on agricultural policy, foreign trade, and legislative programs; improve urban-rural relationships; relate outdoor recreation and resource development; foster health-improvement programs.

Program example:

Program objective: Help people develop a greater understanding and improved attitude toward outdoor recreation and its relationship to resource development, so as to encourage more efficient use of community and area resources.

User-group: General interest, including farmers considering the recreation enterprise as a sideline to farming.

Methods: Articles in general farm magazines; providing educational assistance to the Ohio Farm Vacations Association; preparation of a bulletin on planning outdoor recreation facilities; compiling related data and information for use by planning committees.

Evaluation of Program: Additional counties are forming Farm Vacations Associations; 1,750 individual requests for educational assistance on outdoor recreation were received.

Project No. 8 - Organization and Supervision of County and Area Extension Operations: Concerned with the organization, supervision and operation of Extension work through area and county office units.

Scope of programs: This project involves no additional programs in itself. Work in this area is concerned primarily with personnel supervision, program development, in-service training, and office management and finance at the area and county levels.

Activities

The activities of Extension workers in carrying out the objectives under these 8 general projects are summarized in Tables 4 and 5. Additional information on activities is presented in the next section on user-groups.

Source and Use of Funds

The perpetual imbalance between requests for assistance and service from the Extension Service and the resources available to fulfill these requests makes the subject of funds and budgets particularly pertinent.

Source of Funds

The OCES is supported financially by federal, state, and local governmental appropriations, and to a lesser degree by grants from special-interest groups, sales of

TABLE 4. SUMMARY OF EXTENSION TEACHING METHODS AND OTHER ACTIVITIES, 1963

	Work Done by		
Teaching Method or Activity	County Agents	State Staff	Total Staff
Farm, home, business firm, and other out-of-office visits	76,916	12,866	89,782
Office and telephone calls	424,945	65,882	490,827
Newspaper articles or releases	20,178	1,481	21,659
Radio and television broadcasts	10,317	8,097	18,414
Publications distributed	1,253,275	342,774	1,546,049
Circular and commodity letters written	27,482	6,971	34,453
Training and other meetings held:			
For local leaders	9,402	991	10,393
In which Extension worker participated	16,545	2,054	18,599
By local leaders	56,148	239	56,387
Total attendance all meetings	2,039,829	325,831	--

Source: 1963 Annual Statistical Report of State and County Extension Workers, OCES.

TABLE 5. PROGRAM AND OTHER ACTIVITIES OF EXTENSION WORKERS, BY NUMBER OF MAN DAYS AND AS A PER CENT OF TOTAL, 1963

	County Staff		State Staff		Total Staff	
Areas of Activity	Man Days	% of Total	Man Days	% of Total	Man Days	% of Total
Programs Activities:						
Agricultural production, management, and natural resource development	17,747	27	13,054	42	30,801	32
Marketing and utilization	1,363	2	2,923	9	4,286	4
Home economics	11,561	18	3,097	10	14,658	15
Community and public affairs	11,791	18	3,974	13	15,765	17
Subtotal	42,462	65	23,048	74	65,510	68
Other Activities:						
Administration	7,626	12	2,314	7	9,940	10
Programs planning and supervision	7,249	11	3,456	11	10,705	11
In-service training	5,537	9	849	3	6,386	7
Miscellaneous	2,060	3	1,431	5	3,491	4
Grand total	65,234	100	31,098	100	96,332	100

Source: 1963 Statistical Report of State and County Extension Workers, OCES.

publications and charges for services. Total funds for the 1963-64 fiscal year amounted to slightly over $5 million (see Table 6). Federal funds are appropriated by Congress each year as part of the total budget of the U. S. Department of Agriculture. Funds allocated under the Agricultural Marketing Act and Rural Civil Defense are for the specific purposes stated in their enabling legislation. The total funds appropriated by Congress under the Smith-Lever Act are allotted to the states on a formula basis that is changed periodically by new legislation. Typically, about 10 per cent of total Smith-Lever funds are allotted in equal shares among states, about 17 per cent are allotted to states in proportion to their rural populations, about 70 per cent in proportion to their farm populations, and the balance is utilized at the discretion of the Secretary of Agriculture.

TABLE 6. SOURCES AND AMOUNTS OF OHIO COOPERATIVE EXTENSION SERVICE FUNDS, 1963-64

Source	Dollars	Percent of Total
Total Federal Funds	2,571,609	50.8
Smith-Lever[(a)]	2,486,641	49.1
Agricultural Marketing Act	53,768	1.1
Rural Civil Defense	31,200	.6
State Funds	1,175,150	23.2
County Funds	1,000,000	19.7
Rotary Funds[(b)]	320,046	6.3
Total Funds	5,066,805	100.0

Source: Extension Service records.

(a) $1.9 million of this requires matching funds by the State and/or counties.

(b) Receipts of grants from the following:
- Soil Inventory Laboratory
- Dept. of Natural Resources
- Dairy Herd Improvement Testing
- Office of Information (OCES)
- Beef Testing
- Farm Management and Account Books
- Allied Chemicals - Specific Research
- Soil Conservation Grant
- Rural Electrification Council
- Pest Control Grant (USDA)
- 4-H Foundation Funds
- Blueprint Service Fees
- Plant Disease Control

State funds are appropriated biennally by the General Assembly. Budgets for the OCES, itemized separately from the remainder of the university budget, are submitted to the Director of Finance as part of the over-all university budget. However, hearings by the Finance Committee are held separately for The University and for the OCES. The Experiment Station also has a separate hearing and submits a separate budget.

County funds are appropriated each year and vary from year to year according to the number of agents in the county and maintenance needs of the facilities they provide. During 1963-64, the smallest appropriation (2 agents) was $5600 and the largest (4 agents) $22,641.

As indicated in Table 6, there are a number of agencies and organizations responsible for the $320,000 in the Rotary Funds. The Soil Conservation Grant and the Department of Natural Resources provide funds to help finance educational efforts in soil and water conservation and wildlife management. Receipts from the soil-testing laboratory and from sales of bulletins are used to help defray some of the costs involved in these operations.

Uses of Funds

Each of the various types of funds must be used in a manner consistent with its enabling legislation. These uses may be summarized as follows:

Source	Use determined by	To be used for
County	County Commissioners	Clerical help, travel, equipment
State	State Legislature	Salaries, equipment, out-of-state travel, maintenance
Smith-Lever Act	Extension Administration	Salaries, temporary equipment, many other items
Agricultural Marketing Act	Federal Legislation	Marketing activities education
Rural Civil Defense	Federal Legislation	Rural Civil Defense education

The uses of budgeted funds for 1963-64 are indicated in Table 7.

TABLE 7. BUDGETED USE OF FUNDS FOR THE OCES, BY TYPE OF EXPENDITURE AND BY PROGRAM AREAS, 1963-64

By Type of Expenditure:	Thousand Dollars		Per Cent of Total	
Salaries		4,019		81
Administrative	159		3	
Extension Specialist	1,278		26	
County Agents	2,582		52	
Travel		348		7
In-State	333			
Out-of-State	15			
Operating Costs		545		11
Equipment		44		1
Total		4,956		100

By Program Area:	Thousand Dollars	Per Cent of Total
Extension Administration	188	4
Extension Information	258	5
Agricultural Production, Management, and Natural Resource Development	914	18
Marketing and Utilization of Agricultural Products	184	4
Home Economics Extension Work	154	3
4-H and Other Youth Extension Work	93	2
Community and Public Affairs	80	2
Organization and Supervision of County and Area Extension Operations(a)	3,085	62
Total	4,956	100

Source: OCES Records.

(a) Includes all funds for county activities.

THE EXTENSION SERVICE'S CLIENTELE

To identify and describe both those groups of people that Extension workers currently "serve" as well as those not presently served would require consideration, at least initially, of the whole population of the state as potential clientele for Extension activities. However, the difficulty of obtaining necessary information from a representative sampling of these people, or any sizable number of subgroups, is obvious.* Hence, rather than personally interviewing one person in each possible "type" of user-group, it was decided to rely on the knowledge of those most likely to be familiar with the thinking of different types of users. Extension workers (recognizing their natural bias in most cases) and officers and executive secretaries of associations, committees, cooperatives, businesses, agencies, and other organizations were relied on to indicate the scope of their clientele, their use of the Extension Service, and trends in both clientele and their future "needs".

For the above reasons, the following discussion of clientele and their use of the Extension Service indicates only apparent tendencies and broad generalizations. Since the evaluation of the organization and operations of the Extension Service takes these limitations into consideration, the validity of the study results should not be discounted for lack of a broad coverage of individual clientele.

Classification of User-Groups

Describing the Extension Service's clientele and how they make use of the Service, requires some method of classifying the many ways in which individuals might make use of the Service. For example, an individual might be an officer or member of several different associations or organizations - cooperating with the Service in educational programs, solving community problems, or seeking the assistance of an Extension Specialist - and at the same time be receiving direct benefits as an individual, as a member of a family group, or as a primary producer.

The classification of clientele used in this study is shown in Figure 8. In this figure, the components refer not only to individuals and firms, but to committees, associations, and other organizations composed of such individuals and firms with their primary purpose being essentially the same. No distinction is made between "urban" and "rural" clientele, per se, in this classification.

It would be interesting to determine the exact number of individuals in the state who have benefited in some degree from the activities of the Extension Service. Personal contact, publications, and general meetings undoubtedly represent only a small portion of the total population that the Extension Service reaches through the mass media - newspapers, magazines, radio, and television. The "Annual Statistical Report of State and County Extension Workers" presents many statistics that give some indication of numbers and relative importance of clientele or user-groups. These data have been used liberally

---

* Questionnaires to individuals were considered but rejected. It was evident that in an overwhelming majority of cases, considerable "probing" would be necessary to obtain the specific information desired - to "sort out the symptoms from the disease" - requiring about 45 minutes per interview. The futility of a lengthy questionnaire, albeit how basically simple, was emphasized by the poor return of the Farmer Questionnaire.

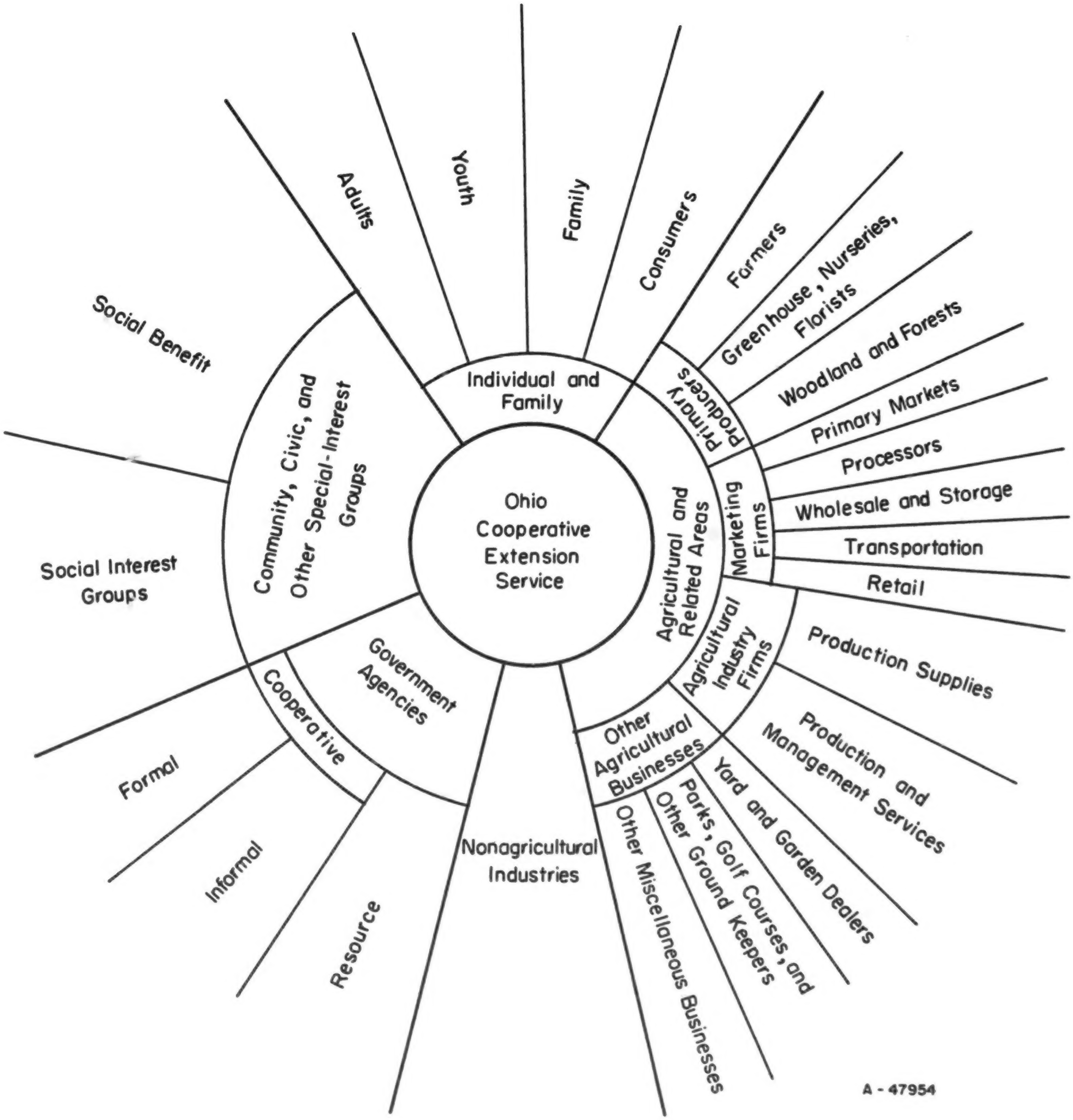

Ohio
Cooperative
Extension
Service
Individual and Family
Adults
Youth
Family
Consumers
Agricultural and Related Areas
Primary Producers
Farmers
Greenhouse, Nurseries, Florists
Woodland and Forests
Marketing Firms
Primary Markets
Processors
Wholesale and Storage
Transportation
Retail
Agricultural Industry Firms
Production Supplies
Production and Management Services
Other Agricultural Businesses
Yard and Garden Dealers
Parks, Golf Courses, and Other Ground Keepers
Other Miscellaneous Businesses
Nonagricultural Industries
Government Agencies
Resource
Cooperative
Formal
Informal
Community, Civic, and Other Special-Interest Groups
Social Benefit
Social Interest Groups
A - 47954

FIGURE 8. A CLASSIFICATION OF THE OHIO COOPERATIVE EXTENSION SERVICE'S USER-GROUPS

in the following discussion, and all data may be assumed to have come from that source unless otherwise indicated.

Individuals and Families

As indicated in Tables 8 and 9, Extension workers devote a large share of their time to the individual and the family group. For all counties, county Extension workers devoted over 44 per cent of their time to Home Economics and Youth work (see Table A-8). Extension Specialists in the technical areas devoted 15 per cent of their time, and those in essentially the social sciences 27 per cent of their time to this area.

Individuals and family units obtain the services of Extension, or become their "clientele", in a number of ways. One of these is through the homemaker's membership in local organizations, such as home demonstration clubs. There are approximately 90,000 members in these clubs or groups who, directly or indirectly, make use of the Extension Service, principally through the county home economics agent. This agent is primarily concerned with developing and instructing the leaders of these groups, aiding in developing their club programs, and providing information or "source" materials for their programs. Occasionally, the agents also participate in the programs. Topics of these programs, at one time or another, cover about every aspect of home management and family welfare.

In addition to the local women's clubs, homemakers and families in general obtain similar information from the Extension Service by way of the mass communications media. During 1963, county home economics agents prepared and/or released 5259 newspaper or magazine articles, made 1916 radio broadcasts, and appeared on 242 television programs. In addition, state home economics Specialists prepared 74 news releases and 342 radio programs. Again, these were generally on subjects dealing with homemaking practices, food purchasing and preparation, general consumer information, etc. In addition, newsletters and radio programs specifically related to food purchasing are disseminated throughout the state by Extension Marketing. Although there are no direct substantiating figures, these data suggest that the number of actual users of at least this phase of Extension must be considerable.

Another relatively large user-group is made up of the lawn and garden enthusiasts. There is an increasing number of direct contacts with Extension workers on specific problems, but the largest number of clientele are reached through the mass communications media. A weekly lawn and garden article, "And So It Grows", is now being sent to 52 newspapers, and 155 lawn and garden features were released last year. County agents estimated that they spent 391 days and Extension Specialists estimated 280 days in this work last year.

Young people, mainly through the 4-H Clubs, in both rural and urban areas, obtain considerable service from Extension workers, particularly at the county level. The county staff devoted over 42 per cent of its working days to the youth work during 1963, but the Extension Specialists spent only about 11 per cent of their time on youth work. Extension workers are used as advisors to local 4-H Advisory Councils in coordinating programs of local clubs, in helping with special events, and in grading and evaluating member projects. In addition, the Extension Service provides project bulletins for the 4-H Clubs.

TABLE 8. PERCENTAGE OF COUNTY EXTENSION STAFF'S "EFFORT"[(a)] IN PROGRAM AREAS, BY SPECIFIED GROUPS, FOR OHIO AND SUBSTATE AREAS, 1963

Program Area	Geographic Area	Number of Counties	Per cent of Total Effort					
			0	1-5	6-10	11-19	20-29	30 or more
Efficiency in Agricultural Production	Ohio	88	--	5	9	42	29	3
	Metro.	7	--	1	1	4	1	--
	Fringe	17	--	--	2	10	5	--
	Midwest	42	--	1	4	18	16	3
	Appal.	22	--	3	2	10	7	--
Management on the Farm	Ohio	88	1	32	29	18	8	--
	Metro.	9	1	4	2	--	--	--
	Fringe	17	--	9	7	1	--	--
	Midwest	42	--	16	18	7	1	--
	Appal.	22	--	3	2	10	7	--
Marketing, Distribution, and Utilization of Farm Products	Ohio	88	3	56	25	3	1	--
	Metro.	7	--	4	2	--	1	--
	Fringe	17	--	13	4	--	--	--
	Midwest	42	2	27	12	1	--	--
	Appal.	22	1	12	7	2	--	--
Conservation, Wise Use, and Development of Natural Resources	Ohio	88	1	71	12	4	--	--
	Metro.	7	--	6	--	1	--	--
	Fringe	17	--	15	1	1	--	--
	Midwest	42	1	32	8	1	--	--
	Appal.	22	--	18	3	1	--	--
Family Living and Management in the Home	Ohio	88	--	3	5	36	41	3
	Metro.	7	--	--	--	3	3	1
	Fringe	17	--	--	--	3	14	--
	Midwest	42	--	3	4	18	15	2
	Appal.	22	--	--	1	12	9	--
Youth Development	Ohio	88	--	--	--	9	50	29
	Metro.	7	--	--	--	1	2	4
	Fringe	17	--	--	--	3	8	6
	Midwest	42	--	--	--	3	26	13
	Appal.	22	--	--	--	2	14	6
Leadership Development	Ohio	88	--	15	28	31	13	1
	Metro.	7	--	3	--	4	--	--
	Fringe	17	--	2	5	8	2	--
	Midwest	42	--	5	18	14	5	--
	Appal.	22	--	5	5	5	6	1
Community Improvement and Resource Development	Ohio	88	2	58	25	2	1	--
	Metro.	7	1	4	2	--	--	--
	Fringe	17	--	15	1	--	1	--
	Midwest	42	1	27	14	--	--	--
	Appal.	22	--	12	8	2	--	--
Public Affairs	Ohio	88	2	69	15	2	--	--
	Metro.	7	1	5	1	--	--	--
	Fringe	17	--	15	1	1	--	--
	Midwest	42	1	32	8	1	--	--
	Appal.	22	--	17	5	--	--	--

Source: Questionnaire to Ohio County Agents.

(a) "Effort is interpreted as some composite of time, difficulty of tasks, costs, etc., for the county Extension staff as a unit.

TABLE 9. PER CENT OF "EXTENSION" TIME DEVOTED TO USER-GROUPS BY EXTENSION SPECIALISTS AND REASONS FOR ASSOCIATION(a)

Type of User-Groups	Proportion of Time		Reasons Cited as "Most Important"(c)				
	Technical	Other(b)	User Benefits Directly	Used as a "Means"	Public Relations	Consulting Capacity	Other Reason or Not Applicable
Individuals and Families, (youth, homemakers, consumers, etc.)	15.2	26.9	69	12	4	8	7
Primary Producers and Producer Groups and Organizations	47.1	13.6	74	11	5	10	0
Marketing Firms and Associations (primary markets, processors, retail, etc.)	6.3	21.0	26	15	8	4	47
Agricultural Industry Firms and Associations (banks, feed dealers, implement companies, etc.)	6.2	4.3	14	32	10	11	33
Other Agricultural Businesses and Associations (nurseries, golf courses, etc.)	2.2	1.7	16	7	5	11	61
Government Organizations and Agencies (SCS, zoning boards, etc.)	2.4	6.0	7	17	4	16	56
Community, Civic, and Professional Organizations and Groups (Area Development committees, garden clubs, etc.)	2.5	6.9	12	21	7	12	48
Extension Personnel Training and other contacts that can't be included in any other classification)	9.1	18.9	3	48	4	7	38

(a) Excludes time devoted to general administrative tasks, self-improvement, and other essentially"non-extending" activies.

(b) "Technical" includes areas of physical sciences, "Other" are primarily social-science areas.

(c) Per cent of workers citing reason.

Agriculture and Related Areas

Primary Producers. There are many different "types" of primary producers of agricultural products in the state – involving field crops, livestock, dairy, poultry and eggs, field and greenhouse vegetables, florists, nurseries, orchards, small fruit, woodland and forests, and beekeeping. All of these "types" of producers are clientele of the Extension Service, but the extent and manner in which producers in each group make use of the Service vary. Table A-7 indicates that for farmers in general, less of the county Extension agents' "effort" is given, on the average, to part-time and subsistence farmers than to commercial farmers – considerably less in the case of subsistence farmers. This, of course, varies by areas of the state. In the Appalachian areas, county staffs' indexes of efforts expended on all three groups of farmers were considerably higher than the state average.

Another indication of the types of primary producers that are clientele of the Extension Service is the large number of state and local associations and committees that Extension workers assist. Direct benefits to these organizations appear to be very limited. On the other hand, "education" is either the major or one of the primary objectives of such organizations. Hence, they "compete" for the available Extension workers' time to conduct educational programs. Although such programs are open to the public, association members are likely to be the primary audience because of the program topics. The characteristics of the members of these organizations vary considerably by commodity interests, and to a lesser extent by areas of the state. As a general rule, "specialty"* commodities and dairy associations and committees include a larger proportion of all producers, while general livestock and crop-related associations are composed of the "upper" commercial farmers. Wool growers are one notable exception to this tendency, with an increasing number of their members coming from the part-time and "lower" commercial farms.

A number of county staffs stated that their limited time must necessarily be directed toward the leaders or "innovators", and that there was not enough time left for the individual attention and assistance required in working with the "late adaptors". A 1957 study showed that 80 per cent of the commercial farmers interviewed in Ohio had either direct, personal contact or indirect (through mass communication media) contact with their county agent during the preceding year (43 percent had personal contacts), while only 20 per cent had no direct or indirect contacts with the agent. Farm operators who made the greatest use of their county Extension agent were characterized by more education, higher social position, higher farm incomes, some off-farm employment, tendencies to be leaders in adopting new practices, a better understanding of the Extension Service, and other traits – none of which was size of farm. ** This suggests who are the Extension Service's clientele in the primary producer groups.

Primary producers make use of the Extension Service in four main ways – through personal services, testing or analytical services, educational services, and informational services. County Extension agents are the major source of personal services. For the most part, personal services are used for special situations that require personal attention, or where the agent finds such an approach most expedient. Personal services of

---

* "Specialty" commodities include field and greenhouse vegetables, florists, nurseries, small fruits, beekeeping, and to a lesser extent, orchards and woodland and forests.

** Rogers and Capener, The County Agent and His Constituents, pp 3-4.

Extension Specialists are mostly in specialized areas or areas of "one-time" application – farmstead planning and layout, farm ponds and water problems, disease and pest problems, etc. The personal services of Specialists are used more by the primary producers of "specialty" commodities than by operators of the more common livestock and crop enterprises. The county Extension agent can generally cope with most of the problems in the latter areas, but the special knowledge needed in the former areas is beyond the scope of most agents.

A number of laboratory or analytical services provided by the Extension Service are used by primary producers. These are the Soil Testing Laboratory, the Plant Disease Clinic, the livestock testing and record analysis of the beef, swine, and sheep breed improvement programs, and the Midwest Plan Service. These are financially supported by a fee charge.

Primary producers in every commodity area are offered a variety of tours, demonstrations, workshops, short courses, and general meetings at which specialized information relevant to production and marketing of their commodity is presented. Generally, the more specialized the interests of a commodity group is and the fewer primary producers there are, the fewer such sessions will be held and the larger the geographic span of these sessions will be.

The large majority of primary producers receive information on production and marketing of products from mass communications media.* However, Extension workers at both county and state levels contribute heavily to these media. For example, in 1963 county agricultural agents prepared and/or released 12,000 news releases and stories, made 5000 radio broadcasts, and appeared on 200 television shows. State Extension Specialists provided 439 news releases, 22 feature articles, 1880 radio broadcasts, and 265 daily television programs.** In addition, Extension workers provided nearly a million publications, circulars, and newsletters on agricultural subjects (excluding Home Economics and 4-H publications).

Primary producers, particularly in the "specialty" commodities, indicate that many of their contacts with county agricultural agents are to determine possible sources of information, commercial or public, to answer some specific question. In addition, county Extension agents are used to organize individual producers with common interests or problems, and to help initiate educational programs for the group. This organizational function of the Extension Service has been particularly important to primary producers in emergency situations requiring special or unusual practices or counteractions – such as the 1963 drought, the current "scab" problem in sheep, and the plant damage in orchards resulting from last winter's freeze.

Marketing Firms. Marketing firms in Ohio – primary markets, processors, wholesalers, retailers, and storage and transportation firms – also have been actual or potential clientele of the Extension Service since passage of the Agricultural Marketing Act of 1946. However, marketing firms for some types of commodities consistently have a closer working relationship with Extension workers than do others. Some relationships have been and are pointedly "reluctant".

---

* Thompkin and Sharples, The Role of Operator's Expectations in Farm Adjustments, p 10.

** "Annual Narrative Report of Results for Information Project No. 2", OCES, 1963.

Most of the contacts between marketing firms and the Extension Service are with the Extension Specialists. County agents do assist local markets for agricultural products (such as feeder pig, calf, and lamb sales) and frequently help organize educational programs involving markets, such as 4-H sales and demonstrations. In some areas, county agents and Extension Specialists work with vegetable processors' fieldmen both to increase their technical competence and to coordinate educational efforts relating to vegetable producers. However, county staffs spend only about 2 per cent of their time on the marketing aspects of agriculture (Table 5) and, as indicated in Table 8, few county staffs emphasize the whole area of marketing. On the other hand, 6 per cent of the Technical Extension Specialist's time and 21 percent of other Extension Specialists' time is devoted to marketing education and problems.

Dairy plants (both Grade A and processing), meat packing and processing plants (particularly smaller ones), vegetable processors, and grain and feed dealers use the services of Extension Specialists in appraising their plant layouts, solving processing problems, and improving management abilities. Management schools are conducted for these processors (mainly through their respective state associations), for saw mill operators, market managers, and food merchandisers. These schools stress technical considerations, the impact of technology on their operations, processes of good management, and other relevant subjects. Extension Specialists in nearly every area write periodic "news notes", as well as publications on specific problems. The Extension Service also maintains the Ice Cream Audit service at OSU, used by ice cream makers to obtain complete analyses of their products.

Bulk-tank haulers for dairies, fieldmen for dairies, grain and feed dealers, saw mill operators, and others also attend schools conducted by the Extension Service to update their knowledge of changes and trends affecting their respective interests.

Food wholesalers and retailers and other food merchandisers also receive assistance from Extension workers, but such association with the Extension Service seems to be almost a reluctant one on their part. Efforts of Extension Specialists to improve merchandising and general operations of food retailers have met with only limited success. A few schools have been conducted for these people to inform them of various factors affecting their markets, including improved purchasing or selling practices. However, for this user-group, the major use of the Extension Service has been in receiving information through news notes aimed primarily at institutional food buyers.

Commodity promotion is a major activity of the Extension Service expected by the various commodity associations, producers, and processors. This is carried out both separately and in conjunction with consumer information programs.

Agricultural Industry Firms. Companies that supply production factors to primary producers (farm building and equipment firms, feed, fertilizer, and seed dealers, credit agencies, etc.) and production and management services (professional farm managers, insurance companies, custom services, farm journals and other mass communications media) comprise other user-groups. However, such firms and organizations probably look upon themselves as clientele more than do the Extension workers. As indicated in Table 9, most Extension Specialists who work with the agricultural industry firms consider such association as a "means" for reaching other clientele. An example is the livestock Extension Specialist using the facilities of a meat-packing plant to demonstrate carcass cutout to producers. Although the packer benefits in some ways, the primary intent is to demonstrate to livestock producers certain relationships between the live and finished product.

Even excluding services provided to the mass communications media, most county Extension staffs serve these clientele in some manner, although generally less effort is devoted to them than to the "average" user. Technically oriented Extension Specialists devote only 6 percent and other Extension Specialists 4 percent of their extension time to farm supply and service organizations.

Fieldmen for many of the farm chemical, fertilizer, seed, feed, and other miscellaneous supply companies are attending the many area and state schools conducted by the Extension Service in increasing numbers. In fact, there are a number of short courses, specifically intended for these people and other Extension workers, to bring them up to date on new practices, technologies, and other factors affecting their respective areas. A specific example is the annual short course held at OSU for tile and drainage fieldmen – those actually concerned with appraising and installing water control facilities. In the few cases where such short courses are conducted for the primary purpose of providing or improving skills of such fieldmen, the information is becoming so technical or so complex that traditional channels of communication are proving inadequate. In addition, as previously noted, more farmers are using such fieldmen as primary sources of technical information.

The importance of mass communications media in disseminating agricultural and home economics information has been indicated a number of times. By the same token, the Extension Service is a prime source of news material for farm and home editors. Over two-thirds of Ohio's daily newspapers, half of the rural and suburban weeklies, two-thirds of the radio stations, and half of the television stations serving Ohio receive both Extension Service and Experiment Station news releases on a regular basis by request. In addition, many state, national, and regional farm periodicals carry feature articles written by the Ohio Extension workers.

In addition to these primary uses of the Extension Service, clientele in the farm supply and service business in all parts of the state use both local and state Extension workers as resource persons to answer specific questions relating to agriculture and home economics, to aid in solving specific problems and to provide a continuing flow of reports on research, new practices, etc. For example, a manager of the research department of a major petroleum company, also a supplier of agricultural chemicals, stated that his department relies heavily on the Extension Service to keep them informed of what is going on in the agricultural industry.

Other Agricultural Businesses. This group includes various grounds maintenance firms, grounds keepers, and lawn and garden supply dealers. As indicated previously, there has been no Extension Specialist specifically concerned with lawn and garden and ground maintenance. Hence, contacts between these user-groups and the Extension Service have been largely individual contacts with the floriculture, turf, entomology, and plant pathology Specialists for help on specific problems. The Extension Service does conduct Lawn and Turf Field Days, which are heavily attended, and Specialists provide individual assistance with problems, channeled through county and area specialists or resulting from direct contacts.

Lawn and garden dealers use the Extension Service primarily as a source of information for their customers' special problems. A number of larger dealers are hiring horticultural graduates or students as yard and garden consultants for their customers. These, in turn, rely on Extension Specialists for information and assistance with specific problems. Some dealers lecture to local clubs and other groups on various aspects of gardening. Also, the members of the 900 or more garden clubs throughout the state spend considerable time with local "schools" and contests, assisting dealers with displays or demonstrations, or actually "monitoring" lawn and garden merchandising practices of dealers (such as comparing types of chemicals being sold to consumers with the Extension Service's list of recommended chemicals). All these activities require the use of Extension Specialists as sources of information on technical matters, assistance with meetings, and display "aids".

Nonagricultural Industries. There is little evidence of contact between the Extension Service and firms with no interests relating to agriculture or home economics. One type of contact that does occur is the use of department or furniture stores by women's clubs, under the auspices of home economics agents, for demonstration purposes. Otherwise, most such contacts are probably requests for specific pieces of information.

Government Agencies

Although most government agencies at one time or another obtain information from the Extension Service, the nature of this association is mostly on cooperative educational and service projects. Hence, government agencies can be considered clientele of the Extension Service in only a loose sense. Most of these cooperative efforts relate to improving conservation practices, health and safety, civil defense, rural area development, or youth work. The Extension Service is associated with 30 different federal, state, and local agencies (see Table 10). The degree of involvement of Extension workers varies from complete responsibility for instigating and conducting the programs to an organizational or resource function.

Community, Civic, and Special-Interest Groups

Efforts of the Extension Service devoted to this category of user-groups and particularly to the area of human affairs are of considerable proportions. In fact, efforts of Extension workers directly concerned with community and public affairs take up 18 percent of the county Extension staffs' time and 13 percent of the Extension Specialists' time. The total time devoted, including that spent in preparing publications and news notes, etc., is undoubtedly much greater. The principal areas covered relate to sociological changes, pertinent public affairs, and community development. Topics of special interest also are presented to civic and special-interest groups having marginal agricultural interests, generally for public relations purposes.

The role of Extension workers in this area of service is to help local communities "become aware" of the changes occurring in their communities, the nature of the problems arising from these changes, and how the communities can proceed to correct such problems. Most of these efforts are in the more rural areas of the State, and most are accomplished through or in cooperation with other government agencies.

Extension workers themselves have helped establish local community resource development study committees in 43 counties and have aided County Commissioners in organizing county development committees in 56 counties. Both county and area Extension workers provide information to these groups and act as resource persons in many

TABLE 10. TOTAL EXTENSION DAYS DEVOTED BY COUNTY AND STATE EXTENSION STAFF TO FEDERAL, STATE, AND COUNTY AGENCY PROGRAMS OR COOPERATIVE PROJECTS, OHIO, 1963

Agencies	No. of Counties Involved	Days Devoted by: County Staff	State Staff
Federal Agencies			
Agricultural Stabilization and Conservation Service	87	762	109
Farmers Home Administration	43	195	43
Soil Conservation Service	65	234	173
Other Federal Agencies (18)	--	574	335
Total Federal Agencies	--	1765	660
State Agencies			
Civil Defense (State & County)	65	223	145
Health Department	49	175	55
State Departments of Agriculture and Natural Resources (Forestry Div.)	46	159	177
State Department of Education (Schools in General)	54	262	70
State Rural Area Development Committee	26	40	113
Other State Agencies (4)	--	186	81
Total State Agencies	--	1045	641
County Agencies			
Soil Conservation Districts	86	791	160
Vocational Agriculture and Home Economics Departments	81	880	84
County or Area Rural Area Development Committees	71	396	147
Total County Agencies	--	4877	1698
Total All Government Agencies	--	4877	1698
Percent of Total Extension Days	--	7.5	5.4

Source: 1964 Annual Statistical Report of State and County Extension Workers, OCES.

of their meetings. In addition, local, area, and state meetings of various church denominations, local rural-urban groups, and other councils and committees use Extension workers to present information on current sociological changes, national and international events, effects of public programs, health and educational problems, and a variety of other topics. Considerable information in the form of bulletins, news notes, radio and television programs, and educational aids also is provided to such groups.

If requested, Extension Specialists also help town and community officials with programs on pest control and on procedures for obtaining loans and grants for community water and sewage systems under the Accelerated Public Works Act.

Results of Extension Service Activities With Various Clientele

As previously indicated, the result Extension workers attempt to achieve by their activities is some change in the clientele that they serve. The Annual Statistical Summary, referred to repeatedly in this section, presents a numerical measure of the results of Extension activities. In addition, the Annual Narrative Reports attempt to indicate the qualitative results of activities. Estimates of qualitative results are based on individuals' comments to Extension workers; noted increases in numbers of requests for publications subsequent to given activities; "response" sheets filled out by clientele after a meeting; and the individual Extension worker's personal observations and evaluation. The tools for objective evaluation of changes in people and situations are recognizably inadequate, but such methods are about the only ones that can be used by Extension workers in evaluating their activities. Since such evaluations are objectively incomplete and for the most part based on individual meetings, an objective appraisal of results, if not impossible, is well beyond the scope of this study.

In general terms, it appears that the results of Extension activities on behalf of individuals and family units are the least known of any user-groups. Numbers of both adult and youth groups are increasing as is membership within these groups. However, the organizational trends of the population indicate nothing about the results achieved by the organizations' activities. While some increase in knowledge is bound to occur in the individual, the long-term change in individual behavior or status is unknown. The same is true of activities conducted in the area of human affairs. Considerable progress is evident as far as setting up organizations is concerned, but there are few reports on what these organizations are accomplishing.

There are sufficient studies to indicate that technical information disseminated to primary producers of agricultural products is applied eventually. Some farmers (the "innovators" and "early adopters") apply new practices soon after they become aware of them; however, for the majority, such new technologies must "trickle" down from the early adopters and are put into practice only after a considerable period of time. A similar situation prevails among marketing firms.

The acceptance of information on business management practices by primary producers is extremely slow and by managers of marketing firms moderately slow. Beyond these generalities, there are few conclusions that can be drawn about the "results" of the Extension Service's activities.

Trends in Extension Service Clientele

The foundation for the following projections of clientele and their needs for technical information and improved education and skills were presented in the section on population and economic and social characteristics and trends. Since there have been innumerable articles about the changing characteristics of agriculture, both in popular form and in technical papers, the reader will be familiar with most of the following trends. Hence, these projections are not developed in detail nor intended to be complete.

Individuals and Families

The status of individuals and families as user-groups can be aptly summarized by the expression "the same ... except more of them". With increasing economic, social, and political complexity, the problems of individuals adapting to their situations will persist, certainly with no less intensity than now exists. With the current rates of population growth, there will be no lack of clientele requiring services aimed at individual and family relationships and adjustments. On the other hand, with increased urbanization and common communications systems, geographical differences in the basic characteristics of individuals and families will continue to shrink, making it possible to utilize mass communications media to reach larger audiences and utilize Extension workers more effectively.

There will continue to be a disparity in incomes and standards of living among population groups. Some will seek more education, while others will require considerably greater motivation before they will accept the teaching of skills in such things as home management, nutrition, personal development, etc. The latter groups do and will require a high degree of teaching ability on the part of those who attempt to improve their living standards and practices.

The relatively "loose" family pattern, in which individual members more or less pursue their own interests, and the decreased emphasis on social skills and increased emphasis on academic skills in schools will result in an increasing number of young adults having to acquire training in basic homemaking skills and family relations after high school and often after they have started their own families.

Given an adequate supply of adult advisors, youth programs can be expected to increase at an even greater rate than in the past. With respect to 4-H programs, personal interests will continue to be the primary factor in the selection of projects, but the increasingly cosmopolitan outlook of young people will broaden these interests more and more to nonagricultural subjects. Programs and projects in these areas, as well as advisors to assist in their presentation, will necessarily be added.

Consumer information on agricultural products also will be desired by increasing numbers of individuals and homemakers. Although marketing channels are becoming less complicated from the standpoint of the consumer (the result of growth of individual marketing units and reductions in numbers), the nature of products sold is becoming more complex. The many forms in which foods are sold and the increasing varieties in fabrics are but two examples of this. Moreover, the concentration of marketing in fewer hands increases the need for transmitting to consumers information about anticipated changes in the relative supplies of different foods.

With the current rate of urban expansion and the accompanying demand for information and services relating to lawns and garden, channels for providing such information will broaden. These, in turn, will require a dependable and substantial source of knowledge on new products and practices.

Agriculture and Related Areas

Both agricultural firms and primary producers are becoming increasingly aware of the need for an industry approach to the production and marketing of individual commodities (in contrast to the "each man for himself" philosophy) if the state is to maintain or improve its competitive position relative to other regions. In addition, the traditional attitudes toward long-run problems of surplus capacity and narrow cost-price margins are changing. That is, a "defensive" attitude toward adverse conditions in agriculture is being replaced by an attitude which views agriculture as a "going" industry in which business decisions are made on a high management plane. These trends have implications to the organization of agriculture and, therefore, to the channels of communication and the general level of clientele with which the Extension Service will be involved.

Primary Producers. With respect to farm characteristics, there appear to be two separate trends. On the one hand, there are going to be relatively more part-time, residential, and retirement farms. Although such farms may be little more than a sideline or hobby, they nevertheless will require both technical information and management guidelines in selecting enterprises and productive factors. It is unlikely that such information will be provided by fieldmen of commercial supply companies.

On the other hand, the main stream of commercial farms will be fewer in number but will have more acres per farm, more capital, more specialization, and more highly skilled operators. Family or multifamily farms will still predominate. The characteristics of these future production units that will determine their relationships with the Extension Service are as follows:

1. There will be an increasingly close association between the primary producer and the marketing channel for his products, either with commercial marketing firms or cooperatives. Such ties will be one way to offset inadequacies in management skills and/or credit, particularly as highly capitalized farms are passed on from retiring farmers to younger generations.

2. Outside factors affecting the operations of primary producers will become increasingly complex (such as farm programs which must be considered in management decisions).

3. Association with other individuals and producers will narrow to more specialized groups. Primary producers will attend fewer meetings with smaller, more specialized audiences and with more specialized topics of discussion.

4. Business management ability likely will become the key to successful operations. Hence, a high level of management ability will be required. Such managers will use more management aids, including professional management services and very probably Electronic Data Processing in farm enterprise planning. With larger farms and narrow margins, even a small mistake will be much more costly.

5. Technical management will continue to be important, with more alternatives both in products to produce and in factor inputs. More and more products are being produced for a specific purpose – for example, one type of apple for fresh markets, another for freezing, another for processing. Moreover, while the technical revolution is showing signs of leveling off in field crop production, it is increasing for the farmstead. New and greater skills will be required in choosing layouts, machines, etc., applicable to individual situations.

6. Primary producers are obtaining more and more information, primarily technical in nature, from fieldmen of farm supply companies along with their increased purchases of off-farm factor inputs. Such sources provide a quick source of highly technical information. Timing, as well as accuracy, of information will be important to the primary producer.

7. Channels of communications will change, as well as the types of information passing through them. High levels of management ability and timely, highly specialized, information will be the two guiding factors.

Many, if not all, of these trends apply to producers of specialized products as well. In addition, there will likely be many cases where the larger specialized producer or a group of such producers will hire their own technical specialists to insure rapid, up-to-date information and service.

Marketing Firms. Marketing firms will continue to grow in size, with many of the smaller, marginal units dropping out of the picture. Primary markets for livestock will decrease in number but increase in volume handled and will integrate either cooperatively with other markets or with meat packing or processing plants. Markets for fruits and vegetables and other field crops, as well as those for poultry and poultry products, seem unlikely to change much from their present structure.

Meat packers and processors are tending toward regional plants. At the same time, small abattoirs and a few processors will continue to serve local markets for home freezers and specialty meat products. Vegetable processing plants likewise are decreasing in number, with volume of those remaining increasing substantially. Most such plants are finding it necessary to merge or integrate with national processors in order to get sufficient volume to compete in markets for their products. Likewise, dairies are combining activities in various ways to achieve more efficient production and marketing.

It is evident that levels of management skill in most of these firms will be very high. There will be a need for improving production operations and implementing new technologies as they are developed, but most of these managers will have the skills required to make proper interpretations and decisions regarding marketing information. In addition, larger plants or combinations of plants will have the resources available to solve technical plant problems. In the main, their primary requirements will be for new technologies and information about the development and availability of these technologies.

Agricultural Industry Firms. The growth of both production supplies and services to the farm and the increase in services being provided to producers by farm supply companies is particularly significant to the Extension Service. A recent survey of farm chemical suppliers revealed almost a unanimous agreement that more services of all types would be offered to farm customers, including such services as soil testing, chemicals application, and general agronomic help. Another study indicated a similar trend among farm buildings and materials suppliers.

Farm supply companies, engaged in providing information to primary producers, and their fieldmen in particular, will require a rapid flow of information regarding new developments, practices, etc., relating not only to their products but agriculture in general. In addition, the fieldmen will require periodic updating of skills in their respective areas.

It should be emphasized that although this service-with-product idea is an actuality and shows every indication of increasing, it will by no means include all commercial farms. Many producers are still willing to sacrifice such service for a lower price on products purchased, and most suppliers, with the possible exception of cooperatives, will not be willing to provide a great many services to low-volume users of their products.

Other Agricultural Businesses. The rapidly expanding requirements for technical assistance with lawn and garden problems by suburbanites has been met for the most part through lawn and garden dealers and ground maintenance firms, as well as information furnished by the mass communications media. The further rapid growth of suburban areas and the continuing need for such technical assistance will result in an expanding number of lawn and garden dealers in most parts of the state. Garden clubs, which have done a great deal of direct education of the lawn and garden enthusiast, can be expected to expand this service to an even greater proportion of the population. Dealers and garden clubs have cooperated, and will continue to do so, in educational programs, such as demonstrations of trimming or proper use of chemicals. However, at some point technical information and direct assistance must be fed into this chain. Moreover, interest in lawn and garden care is so widespread that dealers and garden clubs will not be able to provide all the information wanted by suburbanites. Hence, the mass communications media can be expected to want at least as much material on the subject as they are now receiving. Coverage also will expand to more media throughout the state as requests for such information by their clientele are made known.

Another rapidly growing clientele are the grounds keepers of parks, estates, cemeteries, and golf clubs throughout the state. These individuals require more information and assistance than they are presently receiving.

Nonagricultural Industries

Information on this user-group is inadequate to project their future use of the Extension Service. In general, it may be assumed that with increasing integration of the various sections of the economy, there will be more contacts between general businesses and the Extension Service.

Governmental Agencies

Past history suggests that there will be more governmental agencies at the federal and state levels whose duties will involve areas of interest to the OCES. There very well might be some merger of agencies under a fewer number of administrative units, but there is little to suggest that the functional units themselves will disappear. The current emphasis by Extension administration on local cooperation with other governmental agencies in solving local problems indicates that a closer working relationship can be expected in the future. The greatest cooperation will be in resource and area development programs, in urban and rural low-income problems, and in youth work.

Community, Civic, and Special-Interest Groups

Informational, educational, and individual assistance requirements in the areas of human and public affairs are, and will continue to be, practically insatiable. Adjustments to social and economic changes in specific communities and localities will continue to be the major problem area. Techniques for effecting such adjustments and information on how to apply these techniques will have to be provided to those responsible for carrying out the adjustment programs. Motivational techniques will be a major area of concern both for those who foster such programs and those who attempt to execute them.

Problems of farm, rural non-farm, and urban interaction are unceasing ones. Much of the conflict in such interaction will be at least controlled through legal structures of community zoning commissions, but social interaction will require continuing attention by committees and groups set up for this purpose. Larger numbers of part-time and residential farms should reduce the severity of such interaction, but cannot eliminate it. With traditional attitudes toward agriculture changing, increasing attention to indoctrinating urban population with desirable attitudes toward the diminishing farm population will be a major concern to those interested in the farm sector.

As rural and urban populations in general become more cosmopolitan in their views, public affairs should become more interesting to them. Although communication channels for providing information about various national programs and international events are plentiful, there may be a bias in the presentation of much of this information. Hence, individuals will continue to need an objective presentation of facts related to public affairs, but more importantly, an ability to appraise information presented through mass communications media and public meetings.

Finally, as more time becomes available to individuals, and as individuals become more aware of the importance of individual, social, and economic problems, civic and other special-interest groups will establish corrective programs on health, safety, education, and every other facet of economic, political, and social life. Many of these groups will require resource personnel to provide organizational and operational direction, as well as an input of relevant information.

EVALUATION AND IMPLICATIONS TO FUTURE STRUCTURE AND ACTIVITIES

The foregoing description of the Extension Service's organization and operations and the economic, social, and political factors and trends that influence planning and direction underscore the difficulty of any evaluation effort. There are many other influences not considered that also would affect the results of an evaluation. These include such subjective factors as attitudes of previous administrators and the effect of these attitudes on current operations; how Extension workers and their clientele view the purpose of the Extension Service and the relationship between the county and state levels of Extension; susceptibility to change of Extension workers at all levels; and many others. Almost all of these are incapable of measurement or substantiation in any concrete sense, at least within the scope of this study.

In addition, individual and group values have considerable effect on the organization and operation of the Extension Service. Lacking a clear definition of these values, it is not possible to state that any particular situation or activity is not as it should be, even though experiences with similar situations suggest that it isn't as it should be. Hence, this evaluation tends to pose more questions than it answers. It is up to those ultimately responsible for the Extension Service to determine the degree of relevance of the results of this evaluation.

The reasons for the direct approach used by the authors in this evaluation also should be noted. Discussions at seminars and conferences, many recent articles, and comments obtained during this study openly state or strongly imply the predicament that the Extension Service currently faces. They also indicate the necessity of change. Some of these changes cannot help but be detrimental to the interests of Extension workers and to the people they serve. It might be easier to resort to circumlocution in discussing the possibly harsh conditions that need to be faced, but it is the assumption in this report that by doing so, a considerable injustice would be done to the Sponsor, the Extension administration, and the Extension workers and their clientele.

The contributions that the Extension Service has made to American agriculture and, as a result, to the unequalled growth of the national economy are fully recognized. Nor is it denied that those activities in which Extension workers are currently engaged are contributing many benefits to the economy and society in general. It is to the credit of Extension workers that they have continually pushed outwards, in subject and clientele, to extend "knowledge" in all forms to the limit of their available resources. But, this study is not primarily concerned with what the Extension Service has done or has been in the past nor what it will be. Rather, the study is mainly interested in what it should be and what it should become.

The Extension administration and many of the Specialists and county agents recognize the current situation of the Extension Service. There are, in fact, few ideas developed in this evaluation that have not already been noted in comments by individual Extension workers or evolved from group discussion such as the state meeting of county agent chairmen in the Fall of 1963.

Finally, in case some feel that Extension is being "picked on" or that a "special case" is being made of Extension, the following quotation might well be kept in mind:

"All American institutions are increasingly penetrated by scintillating change, which blurs their aims. The precept to be vigilantly remembered is that the Extension System is not alone in a surveillance of philosophic stance; and, just as importantly, it cannot be excused. It must continously accommodate, roll with the punches, and discover and feel comfortable with the shades of grey which are generated by the persuasions of exact technology and inexact policies. The alternative to this is distraction, then aimlessness, then a virtuous quest for self-perpetuation, and on through the sectors of demise which human institutions may confront in their own life histories. But unlike the humans who staff them, institutions may escape such sectors of demise."*

General Considerations

"Evaluating" means to carefully appraise the characteristics and circumstances of a situation and to make conclusions about the degree of worth or "goodness" of the situation. The process necessarily implies some "norm" or set of standards on which such conclusions are based. This set of standards comprises the criteria of the "system" discussed in the first section of this report, and spelled out in Appendix B. The use of these criteria provides a basis for considering the organization and operations of the Extension Service.

The elements of this evaluation are all the descriptions, characteristics, and trends presented in the preceding sections of this report and a multitude of other influences originating from many sectors of our society. The latter affect the future of the Extension Service directly or indirectly through adult education or agriculture. Some of these influences are:

1. A shift in recent years away from traditional attitudes regarding agriculture, both within and outside of legislative bodies. People generally are becoming progressively less sympathetic toward agriculture.

2. The very recent Supreme Court ruling on representation in state legislative bodies, in favor of urban areas over rural areas, especially highly rural areas.

3. President Johnson's recent announcement that he has initiated an investigation of the possible establishment of an "Urban Extension Service" comparable to the existing "Agricultural Extension Service".

4. Increased interest in continuing education among adults in general, coupled with increasing pressure by the rapidly expanding youth population on both educational facilities and public funds.

5. General pressure for economy in government, coupled with increased demands for additional social services.

All of these trends have adverse implications to the Extension Service as it now exists.

---

* Miller, "Adjustment Needed in Extension Thinking and Organization", p 1435.

In addition, as a cooperating agency of the Federal Extension Service on the one hand and The University on the other, the Extension Service must be evaluated in the light of the basic aims of these two institutions. This is especially true in the case of The University with respect to continuing education for adults. The 1958 Scope Report and the subsequent Guide to Extension Programs for the Future essentially specify the aims of the FES and encompass, for the most part, the programs and activities currently being conducted by the OCES. The University has not yet fully determined what its role in the future development of the State's economy and society will be, nor its role with respect to agriculture or the broad area of continuing education for adults. Hence, the results of this evaluation and the recommendations that are made must be considered somewhat tenuous until the latter roles are more fully determined.

Finally, it should be emphasized that the circumstances involving those organizational characteristics or specific activities of the Extension Service that appear amenable to change did not develop overnight or even within the last few years. Rather, they have been developing for the most part since World War II or before. Almost as many reasons for the current situation are given as there have been writers on the subject. However, most can be summarized by Miller's comment, "...no institution or organization escapes the impact of change simply because it is the agent of change."* Change can be a long time coming, but frequently it must progress to a near critical level before its need is fully appreciated by those to whom the responsibility of change accrues, or before these individuals can effect such change.

Objectives

In appraising the organization and operation of the Extension Service, it is apparent that the majority of the problem areas eventually revert to or stem from the lack of a general, clear-cut understanding of the basic philosophy for Extension and the effect of this on Extension objectives. Because of the importance of this idea, it is developed in some detail. First of all, the Smith-Lever Act as amended provides the guide:

> "Cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics and subjects related thereto ...."

Comparably, State laws provide:

> "Such agents shall act as representatives of the University and carry the teachings of its College of Agriculture in agriculture and home economics to the people. Such agents shall render educational service not only in relation to agricultural production but also in relation to economic problems, as well as to other problems relative to the farm, home, and the community."

As indicated earlier, these laws were made in another era, under different attitudes (both toward agriculture and toward formal higher education) and applied to an agriculture different from what exists today. These are the basic statements of the "grand design" of the Extension movement that provide The University with a basis for determining the "local philosophy" of the Extension Service's purpose. They provide broad latitude with respect to subject matter and clientele, but narrow latitude with respect to methods.

---

* Miller, op. cit., p 1441.

The administration of Extension thus becomes responsible for interpreting the "grand design" of Extension for the Ohio situation. The office of the Administrator of the Federal Extension Service provides a recent interpretation of the Smith-Lever Act in this regard:

> "The act makes it clear that there was to be no limitation in clientele – the only limitation being that of subject-matter content. ... includes the whole complex of agribusiness ... work to be as broad as the whole population."

The guidelines set down by the previous administration of the OCES in their interpretations are in some respects even broader than the above:

> "Extension has a single function to perform – education for action, supported by facts derived from research, and directed at specific needs and problems. In general, it is the philosophy of the Cooperative Extension Service to develop an educational program in agriculture and home economics that contributes to the general welfare of urban and rural people in Ohio."

These are the guidelines for the Extension administration in determining the missions of the OCES, and for individual Extension workers in making long-range plans, establishing short-run goals, and selecting every-day activities. These broad guidelines, however, do not clearly establish what exactly is the Extension Service (an educational institution or a service agency?), the nature of the subject matter to be disseminated, or the clientele to be served. One is still left with the feeling that the Extension Service is, indeed, "all things to all people".

The eight "missions" of the OCES, comprising the total Extension job to be done, were presented previously. These missions categorize the jobs to be done, subjects to be taught, clientele to be considered, as well as the second level objectives. It was also noted that

> "The project agreements [missions] provide the framework within which all extension work in Ohio is planned and conducted. All Extension effort expended in Ohio should make a contribution to the achievement of the State Extension objectives ...."

As guidelines for the development of individual long-range plans, these project statements with their attendant objectives, do provide a very useful outline for planning Extension activities. However, individual Extension staffs and workers can selectively choose "parts" of the missions, and they have broad latitude in justifying activities under these.

This policy may well be intentional. The Ohio Extension Guide, for example, explicitly states that the state administration provides few limitations on the local determination of programs. One may question, however, whether "counseling, guidance, and supervision" are adequate substitutes for objectives with clear meanings and clearly defined purposes. If long-range plans and goals were determined at the state or even the supervisory level, there would be less need for such clear-cut statements of purpose. However, long-range plans and individual goals are determined "as near as possible to the level at which they are carried out", that is, by the county agents and the Extension Specialists. Therefore, lacking clear-cut interpretations of the broad purpose of Extension, individual Extension workers must make value decisions regarding this broad purpose and their roles in the Extension movement. The county Extension staffs in particular are literally forced to be policy makers. The results of this were indicated by a sampling of such interpretations earlier in this report. The criticism that the Extension Service is composed of 88 separate Extension Services is not valid, but a case could be made that the OCES is a "federation" of 88 Extension Services. In fact, its structure is remarkably similar to that of the Farm Bureau Cooperative.

The effects of this situation are evident in the following findings of this study. First of all, at the county level, clientele are selectively chosen on the basis of individual decions, with advice from an admittedly unrepresentative group of the local population. For example, one county Extension staff stated that effort necessarily must be expended with the early adopters and that there was not enough time remaining to give individual attention to the late adopters. This involves a value decision regarding the basic purpose of Extension, i. e., increased efficiency of production versus optimal use of time to increase standards of living of the population. This interpretation is, at least in some degree, contrary to the national policy of assisting "marginal" farmers to adjust to adverse effects of the technological revolution.

Secondly, subject matter of programs is selectively chosen on the basis of local "expressed interest" or "felt need". This method of program selection in itself is a value judgement. Choosing among alternative "felt needs" involves other value judgements. The widespread concern, both nationally and locally, about the importance of management ability in the future operation of farms was indicated in the last section. Yet only 2 per cent of the county Extension staffs' time is devoted to this crucial area. It is evident from the general responses in the county Extension staffs' questionnaires that the decision has been made to satisfy primarily the interests of those who seek the service of the Extension workers, rather than to make a proportionately greater effort to satisfy a relatively more important "unfelt need" of the clientele.

Finally, leaving it up to the individual county or state Extension worker to determine his own course of activities, subjects, and clientele, (based on his own conscientious interpretation of direction) has led to a number of activities that have resulted in an unfavorable public image of the Extension Service. The increased use of non-agricultural or non-home economic oriented individuals in public and human affairs programs has created an impression of an agency overstepping its bounds. Similarly, catering to such topics as fabric and design of table covers or choosing the proper foundation garment suggests a level of activity well below the professional stature generally associated with a university representative. To say that the latter subjects are totally unimportant would be false. But to question their worth as an Extension activity in the light of alternative uses of limited funds would appear to be justified.

Much space has been devoted to developing the idea of unclear guidelines for the direction of locally-determined programs. Under such operating conditions, it is unlikely that the county Extension staffs in particular could do other than they are doing. The foregoing has indicated only the mild restraint provided by objectives and administrative guidelines. It has said nothing about the demands on county staffs' time by more knowledgeable clientele, by associations or businesses concerned with the local competitive position of the agricultural industry, or by county commissioners invested with the responsibility of looking out for the interests of their individual county.

The question of exactly what is the Extension Service cannot be considered in great detail in this study, but some alternatives can be indicated in this regard. In various places, one can find statements or inferences that it is (1) an interpreter and disseminator of research information, (2) a problem solver or "firefighter", or (3) a welfare agency of sorts. One can, in fact, find a bit of all of these in their activities. But what of the broad purpose?

According to Heady,

> "The goal selected largely specifies the means. The means are reflected in the types of information carried to the farm people, the types of specialists who are employed by the Extension Service, the relative amount of funds used in low-income counties as compared to high-income counties, the methods employed in contacting people and communicating ideas, etc."*

On this basis, Heady makes a strong case that the primary goal selected by Extension is promotion of national growth, not increasing the total income of farmers or maximizing the welfare (standards of living) of farm people as a group.

This again indicates the scope of the problem in determining exactly what the Extension Service is and what it will be in the future. If it is first and foremost an educational organization, then there is little that can be legitimately excluded from its teachings. However, if this is the purpose of the Service, it is questionable whether problems should be considered an adequate guide for the Service's activities. There are similar implications in the selection of any other primary aims as the broad purpose of Extension. However, one may question the advisability of trying to be all of these things, at least without due attention to "mission" objectives, means, and other organizational considerations.

The foregoing for the most part refers only to the agricultural portion of the Extension Service. There seems to be much less uncertainty with respect to the primary objective of the home economics or youth work. The objective of home economics is to increase the standard of living, while that of youth work is personal development. In both of these, the means used to achieve goals may at times seem not too clearly related to this purpose, but close inspection will usually permit the tying together of a given means and the above goals.

In considering the historical development of agricultural Extension and home economics Extension, particularly with respect to the efforts during the 1940's to obtain closer cooperation between agents in these two disciplines, there appears to be more than a casual relationship between the home economics Extension's prime aim of increasing standards of living and its frequent use by agriculture Extension workers as justification for their activities. When the latter activities are so justifiable in and of themselves, there would seem to be some question in the use of the goal of "increasing income to the producer and, hence, increasing his standard of living" as the primary purpose for conducting a program designed to build the technical competence of producers and other Extension workers.

---

* Heady, "Extension Education and Auxiliary Aids", p 113-9.

Should the problem of objectives seem to have been overemphasized, reference to the questions raised and problems studied at the previously mentioned County Extension Agent, Chairman Workshop conducted in October 1963 at The University should help to place the problem in its proper perspective. Three examples of subject areas at that workshop indicate the degree of concern of the county agents:

> "Motivation – rapport – understanding objectives."
>
> "What is the correct combination of democracy and oligarchy in developing programs?"
>
> "Why should Extension be on the defensive and why should we always be justifying and defending our position?"

The fact that these questions were raised, and by Extension workers themselves, indicates the scope of the problem area and that Extension workers are aware of it.

User-Groups

One of the principal criticisms of the Extension Service has been its supposed penetration of urban areas and the increased proportion of urban clientele served. The truth of the matter is that urban areas have engulfed county Extension staffs. This distinction is important. The area of Extension activity has not changed with urban growth, because of the limitations of county boundaries. With a given staff and a fixed boundary of activity, if population characteristics change, the clientele served are bound to change.

Appendix Table A-8 tends to substantiate this increase in proportion of urban clientele served as the population has become more urban. However, this shift relates mostly to home economics Extension, less so to youth and community affairs, and only partially to agricultural Extension. Numbers of county Extension agents per county in these subject areas tend to reflect the same shift in emphasis.

The implication of this is that in agriculture primary producers tend to be served to about the same degree in almost every county in the State, but the number of such producers has declined. Home economics, where subject matter is not so restricted, has tended to follow the growth in clientele, regardless of rural-urban differentiation. Youth work for the most part has stayed in rural areas, so long as there was a substantial number of youth remaining, but has shifted more to urban youth where population is overwhelmingly urban.

Hence, there is some question whether county Extension agents could serve only rural clientele even if they wanted to under the existing Extension structure. In addition to the general applicability of some subject matter, the separation between urban and rural-nonfarm areas has become less distinct. Characteristics, values, and needs for such services have little urban-rural connotation (fitting the home economics agents' comments that economic level and not rural-urban is the significant delineation). Finally, mass communication techniques do not differentiate between rural and urban clientele.

Most of the Extension Service's clientele are upper middle class and better educated people. The county Extension agents tend to work in areas and with individuals that provide them the most satisfaction. It is natural that they should communicate best with those clientele most similar to themselves, i. e. , those in their own "social class". Also, as indicated previously, it is these people who seek more educational services.

There is an additional point of considerable importance not only to Extension, but to the college and to The University, as well. Heady points out that if education is regarded as a factor input of agriculture production, it combines with other factor inputs (capital, land, and labor and management) to produce agricultural commodities.* The educational and informational services provided by the Extension Service are primarily of a type that combine with capital – that is, they relate mainly to capital-for-labor substitution or to the capital-based technology once the substitution is made. Hence, those who have the most capital will tend to be the ones who seek the most education and information services.

This idea has several important implications. First, the input, whether free of charge or not, will not be used if the producer has no use for it. Hence, even highly capitalized producers will tend to use the county Extension agent less as the agent has less to offer him above and beyond that which he already has or knows. He will go to sources that do have more to offer – the State Extension Specialist, the College researcher, or commercial sources.

Likewise, a producer who has no capital has little use for the type of educational or informational services provided by Extension, and those who have very limited amounts of capital will use only small amounts of Extension services. In fact, it may be hypothesized that the low rate of participation by low-capitalized producers may result from the effort needed to separate out bits of usable information from the mass that is not applicable in such cases.

The conclusion to be drawn here is that there are other types of education and information that combine with input factors other than capital. However, the Extension Service (and so far as can be determined, the College and The University in general) is not presently geared to provide this other type of education and information. Extension workers both at county levels and in the administration expressed doubt that serving the educational and informational needs of low-capitalized (usually synonymous with "marginal") farmers could be justified as a legitimate function of a university division. These would appear to be the responsibility of those concerned with secondary education or, at the extreme, general welfare programs.

The question then becomes: What are the relevant characteristics of the educational and informational services provided by Extension, either as an educational arm of an institution of higher education or in terms of a broader program of continuing education? Current subject matter and clientele in agricultural Extension indicate that it is concerned with a particular type of knowledge, typically technologically oriented. Furthermore, the clientele served and Extension worker statements indicated that it is concerned with dissemination of information to people with a certain minimum level of educational achievement or ability.

The authors are not suggesting that there is a misallocation of effort in the area of agricultural Extension. However, there would seem to be some conflict in this regard between the agricultural areas of Extension and the home economics and youth program areas. This idea of different types of education and information services for different types of clientele is currently a major topic of concern in universities across the nation as they consider what their roles are to be in the "social adaptation" processes. The resource development approach is a strong beginning in implementing social adaptation programs, but it only provides the framework, not the content. Certainly, the answer, both in subject matter and in educational technique, is broader than the Extension Service and to a large degree even the College of Agriculture and Home Economics. The question to be answered is whether the basic philosophy of Extension, and higher education in general, is to disseminate knowledge above a certain level, or to fulfill certain social goals.

---

* Heady, op cit., p 116.

Extension Service Resources or "Means"

The general structure of the Extension Service follows the pattern of administrative channels and subject matter responsibility typical of The University as a whole. The problem of choosing a proper structure in organizations having both necessary administrative functions and a large number of professionals in many different subject areas is one to which Extension administration devotes considerable attention. In fact, a number of changes in the Extension Service's structure have been made since the start of this study.

About 53 per cent of both county Extension staffs and state Extension Specialists thought that the structure (prior to the recent changes) was adequate to get the job done. However, Specialists' answers also indicated that the structure tends to favor the more technical areas of Extension. Likewise, responses from county staffs in different substate areas indicated that the structure tends to favor rural counties and greatly disfavors metropolitan areas. The county staffs also were asked to rank between 10 (best) and 0 (least) the contributions of the various groups in getting the Extension job done. The responses were as follows:

Group	Weighted Rank (10-0)
The county Extension staff	8.7
The entire OCES	7.6
Subject-matter Specialists	7.6
District Supervisors	7.1
State Extension Administration	7.0
Supporting Services	6.9
Available Non-Extension Personnel	6.7
Area Extension Agents	6.6
The County Advisory Council	6.5

The structure within the state Extension would appear to have been strengthened by the recent changes. The principal problem still needing attention is the dual responsibility of Extension Specialists to the Assistant Directors regarding administrative matters and program planning on the one hand and to the subject-matter department chairmen regarding program content on the other hand. This situation does not provide clear-cut responsibility for Specialists' programs and activities.

That part of the Extension structure that appears to be most subject to scrutiny is below the state level, i. e., at the district and county level. A number of factors suggest that the county-district structure is not the best one for Extension. First of all, the county was originally chosen as the basic unit of Extension activities because of the heterogeneity of agricultural problems which at that time existed in different localities in Ohio, because of poor communications, and because of the resistance of local farmers to education and information services offered by "outsiders". Although Ohio's agriculture is still relatively heterogeneous, it is largely so by areas of the State and not by localities. Likewise, communications have improved and have notably reduced or eliminated the impervious nature of clientele based on geographical origin. However, there is still resistance based on social groupings, and the use of locally known individuals in facilitating interpersonal communications is still important. These factors suggest, however, that the basic unit of Extension activities could be larger than the county.

The present limitations of county boundaries on Extension activities have a number of important implications to Extension organization and operations. Not the least of these is that the individual county's commissioners provide considerable funds as well as local facilities to operate the Extension system. They would have to be convinced that benefits would accrue to the county from any change involving local structure before such a change could be made without the risk of losing county support.

Although the county system instills rigidity in structure, county Extension staffs still have considerable flexibility in their operations. This has led to the general conclusion that in Extension function follows form, rather than vice versa. That is, County Extension resources can shift readily among different programs within a county, but such resources cannot be shifted so readily, if at all, among different counties on the same program.

Again depending on what is considered to be the basic purpose of Extension, such rigidities suggest possible misallocations of Extension resources. If there is an order of priority for programs or needs to be served (as three-fourths of the county staff felt there was), then it is difficult to justify "lower order" programs in one county, while "higher order" needs are not being satisfied in another. Moreover, under the current Extension structure, it would be most difficult to shift Extension resources among geographic areas, among types of Extension workers, among specialization of workers, and even among program areas.

There are arguments both for and against almost complete local autonomy in program determination and execution. Also, arguments for democratic choice of programs can be counterbalanced by arguments for more central determination of programs. If clientele representatives enter into program decisions, then the choice of the county advisory committees in itself is a policy decision, and as such is the concern of Extension administration. The "contribution" ranking given these committees by county Extension staffs (and the results of a study of advisory committees that revealed disagreement between county agents and District Supervisors regarding the functions of advisory committees) reveals some confusion regarding the purpose and functions of these committees.

Another factor involving the county as the basic unit of Extension (discussed under the section of "Objectives") is the local determination of Extension programs. Certainly, there is no question that the whole basis for an informal educational service is the involvement of people in the programs. Only 43 county staffs thought that they should make a concerted attempt to determine the important "needs" of the clientele and establish corrective programs and activities. However, in 79 of the 88 counties, the Extension staff felt that programs and activities should be mostly or entirely governed by the "expressed needs" or desires of clientele.

The traditional justification for local determination of programs is that the county agent is closest to the clientele and in the best position to view problems. With Extension Specialists providing assistance by an overview of problem areas, such justification has merit. On the other hand, there are disadvantages in this policy, in that programs typically follow problems. There would appear to be considerable merit in initiating certain types of programs at the state level. These would be ones requiring some lead time in planning and development of information and program. This, in fact, is done for emergency programs, such as for impending drought conditions, but could be extended to programs of broader scope and implications.

Programs and Activities

The evaluation of programs and activities of the Extension Service has been largely accomplished in the discussions of objectives, user-groups, and resources. In review, areas that appear open to question include (1) the relationships among long-run plans, goals, activities, and the project agreements or missions of the Extension Service; (2) the offering of primarily technically oriented subject matter for one type of clientele (highly capitalized) in the light of needs for other types of education and information by other types of clientele; and (3) determination of programs and activities by local or individual Extension workers which may leave apparently unsatisfied real needs or which may conflict with the increasing emphasis on anticipating and planning for educational and informational needs before they actually occur. (The latter has special significance as regards the apparent need for increasing managerial skills on the one hand, and determining future goals and roles in social adaptation on the other.) Question also should be raised concerning the large amount of time devoted to youth programs (43 per cent) in view of an apparent lack of time to devote to certain types of agricultural clientele. Finally, questions were raised concerning the image of the Extension Service projected to the public by certain programs and activities of the Extension workers.

RECOMMENDATIONS

The following recommendations are in the nature of "suggested" changes. As has been stated repeatedly, the scope of this study did not permit development of all the facts that would permit a final judgement. The changes recommended vary as regards the degree of change that would be involved, the time required to study and initiate the changes, and who would be concerned with making the possible changes. Those presented in the first subsection lie within the purview of Extension administration to consider and possibly implement. Recommendations in the second subsection are long-run considerations involving individuals outside Extension. The third subsection presents suggested guidelines for proceeding with the investigation of the long-run considerations.

Specific Recommendations

1. Assign to one person responsibility for maintaining the desired public image regarding the Extension Service and its functions, both with respect to its clientele and its own workers.

--Educational or other services are useless if potential clientele are not aware of their existence. In addition, this position can be justified on the basis of more efficient use of Extension activities that would result from focusing orientation for both Extension worker and clientele on the same ends.

--The position would involve initiating and conducting projects to publicize the services offered by Extension, continuously monitoring and evaluating the image of Extension reflected by the general public and Extension activities, initiating internal memoranda and training sessions on "image-building", and similar duties.

2. Restructure the organization to provide individual clientele with a greater depth of specialized service on a more timely basis.

--One alternative would be to realign district boundaries to conform more closely with areas having relatively homogeneous characteristics, without regard to comparability of size and with flexible boundaries. For example, a district composed of the metropolitan areas would not have geographic continuity. Give qualified District Supervisors responsibility and authority over personnel and programs in their districts, with both programs and communication techniques tailored to the type of clientele in each district. Provide more area Extension specialists in the field, assigned to but not restricted to individual districts, with sufficient county staff left to maintain local communications and organizational functions.

--A second alternative would employ the method used by the New Jersey Extension Service of filling current and future vacancies in the counties with Extension specialists whose area of specialization fits the interests of the area in which the county is located. It would also be necessary to obtain voluntary cooperation by county commissioners in order to remove county boundaries as limits of specialists' activities. This second alternative could be an intermediate step to the first alternative.

--Move toward more joint appointments of Specialists in Extension and research, particularly in the more technical areas, to provide maximum competence of individuals.

--Direct more informational services at fieldmen, dealers, and other primary producer contacts to provide maximum dissemination of factual information to the widest number of primary producers.

--Conduct more workshops for Extension workers at which attendance is required and in which interdisciplinary and group approaches can be applied to the solution of learning and adjustment problems.

3. Initiate and direct service programs from the state and district levels in cases where an obvious need for services is not being met. At the present time, this applies particularly to management skills.

4. In general, provide more responsibility and authority to supervisors to control program composition (but not method) at all levels.

--The primary benefit here would be better coordination of the efficient use of Extension resources, particularly the Specialists. Comparable programs in different localities could be initiated at one point in time and their progress synchronized. Any tendency to go off on "tangents" also could be controlled.

--The dual channels of responsibility for Extension Specialists should be clarified. The trend toward joint appointments and other recent changes suggests that both subject matter and administration would be the responsibility of subject-matter department chairman.

--State administration should specify the composition of County Advisory Committees and the functions that these committees are to perform. Composition of the Committees should change as program emphasis changes. Training sessions for Advisory Committees on the performance of their functions would insure increased contributions by these groups to the Extension job.

--Place more emphasis on the use of written reports as supervisory tools. Require adherence to both evaluation and reporting procedures. Utilize the reports at all levels of Extension to reorient Extension efforts in desired directions.

5. Provide more specific and clear-cut policy guidelines to Extension workers regarding all recurring situations.

--Redraft The Ohio Extension Guide, making it the recorded source of current administrative policy. A format utilizing coded, looseleaf binders would be more functional, permitting easier reference by users, and facilitating changes in contents without total rewriting.

--Provide some guidelines for determining the order or importance of programs and clientele.

--Develop adequate measures of, and procedures for, evaluating programs and activities. Insist on the use of acceptable techniques by Extension workers.

6. Consider initiating experimental projects that could lead to more efficient operations or open up yet untapped potentials in the Extension Service.

--A number of such projects might be tried. One would be the use of coded loose-leaf notebooks for different commodity or interest areas that could include duplicated, single-page reports from different disciplines. A number of benefits would accrue, including economy, flexibility, and timeliness.

General Recommendations

As previously indicated, the underlying problem in this area is broader than just a need to appraise the Extension Service's organization and operations. The University itself must define what its role will be in the future social and economic development of Ohio. This determination involves not only the College of Agriculture and Home Economics but also the whole area of continuing education for adults. Even beyond this is the need to appraise in some detail the total resources available in Ohio, provided by all social organizations, that contribute to development. This should include actual and potential contributions to development by various agencies of the federal government, particularly the Federal Extension Service and the office of the Commissioner of Education.

Pending the outcome of such further appraisals, the following general recommendations would appear to be most justified:

1. Establish a study committee to appraise the value-based decision areas of the Extension Service's organization and operations, with particular emphasis on the basic purpose(s) and principal objectives. This committee would make recommendations to The University and Extension administration regarding interpretations of these factors, as well as recommendations concerning clientele and subject matter.

2. Based on the results of the committee's interpretations and more detailed study of available resources, the Extension administration should prepare a long-range development plan leading eventually to an end-point in organization and operations that realistically can be expected to occur.

--The plan would include detailed changes in composition and characteristics of all components of the system.

--Its elements would be most detailed with regard to near-future time periods, less so for more distant points in time.

--The plan would be sufficiently flexible to adjust to needed changes unforeseen at the outset.

3. The Extension Service should become more closely associated with The University in practice as well as in fact.

- --As curators of knowledge and higher educational objectives, the criteria that The University administration use in judging the value of OCES activities, broadly speaking, are becoming more similar to those of the College and Extension administrations than are the criteria that legislators use.

- --Maintenance of the increased depth of specialization needed by Extension workers requires a greater attachment in fact to the source of this specialization, i.e., The University.

4. By experimenting, determine the feasibility of utilizing the Extension structure in making available the total resources of The University to local communities.

- --Such an arrangement could serve as the embryo of a future general education extension system.

5. Consider as the eventual, most desirable goal the establishment of a "Continuing Education Extension Division" of The University which would combine the resources of both agricultural and general education extension.

- --For example, such an arrangement might contain separate "departments" of Domestic Affairs, Youth Services, Public Affairs, Education Services, Agricultural Services, and others as deemed necessary.

- --The primary strength of this structure would be in allowing specialization on the one hand but ready coordination of interdisciplinary subjects on the other.

- --A combining rather than a merger would permit expression of the strengths of each of these areas by preventing judgement of methods used in one area in terms of accepted methods used in another.

- --Many factors must be considered here, both with respect to the considerable potential that such an arrangement would have and with respect to problems of coordination with other institutions of higher education in the State having their own extension programs.

General Guidelines

In addition to whatever benefits this study may provide to the Extension Service, considerable benefit would result from the sponsoring Committee giving The University administration its wholehearted support with regard to future adjustments affecting the Extension Service's organization and operations, and in informing member organizations and their members of any need for changes and the benefits that will result from such changes.

Future Role of The University

Self-appraisal of goals, functions, and the like cannot be directed from outside The University, and such outside direction isn't necessary. The very nature of the individuals and their activities provide the foundation and the genesis of such self-appraisal. At the present time, the importance of assisting society to adjust to the tremendous impact of rapidly changing technology, as well as contributing to this change, appears to more than justify The University (especially as a land-grant institution) giving explicit consideration to its future role in this effort. This is certainly true of the College of Agriculture and Home Economics.

Stucky* has suggested one procedure for undertaking this important self-appraisal, consisting of three stages:

1. Preparation of a form and function report by The University staff on its current work and the relationship of this work to the developmental needs of the State and nation.

2. Creation of a temporary planning commission to identify and establish a relative priority of needs, assess gaps in current programs, and propose methods for closing the gaps.

3. Involvement with other land-grant universities in sharing new methods for meeting the developmental needs of the nation.

Extension Service Study Committee

The idea of such a study group must be completely acceptable to the Extension administration to be of much benefit, and it would have to be established by The University administration. Ideally, the committee would include members of Extension and University administration, other selected staff of The University, a cross-section of agricultural industries and other representatives of Ohio society, and at least one or two consultants in related areas. The activities of the committee would be to:

1. Initially decide upon a clear statement of purpose of the Extension Service, interpreting from this what broad areas of clientele and subject matter it does and does not include.

2. In the light of this clearly established base, evaluate the adequacy of purposes and objectives of the Extension Service's missions and propose restatement where needed.

3. Interpret the mission purposes and objectives as to order of priority in the use of available resources and the relative emphasis that should be placed on different types of clientele.

Plan for Development

Armed with the committee's report, the Extension Service and/or The University administration would be in a better position to establish a long-term plan to guide the development of the Extension Service. Such a plan could be developed by The University staff. The first activity would consist of a comprehensive field survey covering a sample of all actual and potential clientele as defined by the committee's report. The findings of this survey would form the basis for a more realistic development of the details of a plan.

---

*Stucky, "The Nature of Change Under Conditions of Economic Development and the Implications for Programs of the Land-Grant University", pp 10-13.

Ideally, the plan would be one that not only anticipated changes in Extension structure, but shifts in program emphasis, types and qualifications of Extension workers, and even changes in basic purposes and objectives. In addition, if it were expected (as many individuals do) that the Extension Service will eventually unite with general extension, then the plan would provide a logical sequence of stages moving closer to this goal.

Closer Association with The University

Two changes would go a long way toward achieving this end, and the time seems right for them:

1. Integrate the itemization of the Extension Service budget with The University's general budget for presentation to the State Director of Finance.

2. Eliminate separate legislative hearings on the Extension Service's budget.

Assisting General Education Extension

The University-county structure of the Extension Service provides an excellent vehicle for initiating adult higher education programs for people in communities having no local college or university. The almost unequalled organizing abilities of county agents could be used to bring together educational interests in a community to form a formal continuing education committee. This committee would have the responsibility of administering the program, providing facilities, organizing courses, handling any fees, etc. Once the committee was formed, the county agent and the Extension Service would be used only as a channel of communication between the local committee and The University. The Ohio State Department of Education could, under current policy, provide local facilities for use by the committees for such educational purposes. Instructors would be provided by The University or other higher education organizations in the State on a fee basis.

Continuing Education Extension Division

The foregoing steps might be one way of moving toward the eventual creation of an extension division of The University. Another method might be to establish such an organization on an experimental basis in one of the large urban areas, possibly one currently having an educational program similar to that described above. It is possible that some financial support for such a pilot project could be obtained from the Commissioner of Education as part of President Johnson's proposed "Urban Extension Service" study.

CONCLUSIONS

A broad look at the findings of this study suggests the aptness of Miller's description of the predicament facing the Extension Service: "Wandering between two worlds, one dead, the other powerless to be born."* The Extension Service has carried out considerable self-analysis over the years and has made changes in organization and operations as conditions changed. However, the current situation indicates that such changes have not been made rapidly enough to keep up with changes in conditions. Furthermore, in contrast to past circumstances, the changing conditions currently facing the Extension Service involve forces that have significant implications to the very existence of the Extension Service. It would seem the Extension Service of the past is outdated. But the Extension Service of the future cannot be recast without a reorientation of attitudes that will permit the necessary changes to be made.

Essential to this reorientation is a new appreciation of the present and likely future position of agriculture within the whole of American society. Current trends in attitudes regarding agriculture should be recognized and accepted. It is imperative to the future development of the Extension Service that its own workers, especially, recognize and understand the possible implications of these trends to Extension, which is one of many service organizations financed by Government. In this regard, certain questions need to be realistically considered, including:

1. How many functions performed by this service organization are or can be performed by other organizations, particularly by privately owned organizations? Are the desirable qualifications that the Extension Service (rather than other organizations) have to offer in conducting certain functions sufficient to justify their added cost?

2. Are there other uses for public funds that will provide a greater social benefit per dollar than that provided by the Extension Service?

3. Even as an educational organization, is it justified on the basis of the relative share of the total population that it serves?

Political history indicates that major changes in legislation usually result when situations reach extreme stages. It would appear that the best course for Extension is to prevent this extreme situation from occurrring by "reading the signs" and adjusting accordingly. In the past, Extension has made such changes in organization and operations post facto. It is unlikely that such a luxury can be afforded in the future. Lead time for adjustments is going to be increasingly critical. If such adjustments are made in advance, Extension (1) would be in a stronger position to sell legislators on its programs, (2) if budget cuts are made, would be in a position to make maximum use of funds, and (3) can more effectively seek funds from those organizations that benefit from its activities.

Considering the scope of the changes suggested, more extensive than any previous ones in the recent history of the Extension Service, it is important that all Extension workers be made fully aware of the intent of such changes, and if possible be included in every phase of planning changes. Preferably such changes would be made over a period of time so that individuals can adjust to expected changes and clientele can be properly indoctrinated as to the future situation. A stronger Extension Service would result from building the confidence of Extension workers in the future position of Extension that would result from the changes. Certainly, benefits provided by any change would be nullified by a loss of worker morale.

---

*Quote by Matthew Arnold in Miller, "Adjustment Needed In Extension Thinking", p 1445.

The problem facing the administration of the Extension Service is an immense one. On the one hand, the past has revealed the reluctance of administrators to delve deeply enough to discover the basic objectives of the institution, and to use available resources in a manner most likely to achieve these objectives. On the other hand, the administration also must squarely face the fact that the impact of change is weighing heavily on this organization's life history. Now more than at any previous time, there will be occasions when administrators will have to say "No!" and mean it, or "Do!" and see that it is done. Above all, the administration will have to be even more critical than usual in the selection of those industry advisors to whom to listen, and occasionally will need to go counter to some of the loudest voices. The challenge to the Extension leaders is a great one, and any successes in adjusting the Extension Service in the future will be to their credit.

It is the authors' opinion that considerable harm would be done to Ohio society by any arbitrary reductions in the Extension Service's organization and scope of operations. As indicated in the recommendations, there is a tremendous potential in the structure of the Extension Service to benefit the whole of society, if a more sympathetic and understanding attitude can be established in the minds of both legislators and educators in non-agricultural disciplines. The viability and professional acumen of this organization has been repeatedly demonstrated in the past when it was given a clear-cut purpose or goal. There should be little doubt of its future potential for achievement if given new purposes and goals.

BIBLIOGRAPHY

Published Reports on Cooperative Extension Service Studies and Seminars

(1) Cooperative Extension Self-Study Committee. *Rutgers-The State University College of Agriculture, Agriculture Experiment Station, Cooperative Extension Service Evaluation Report, Part IV. – Cooperative Extension Service*. A Report. New Brunswick. June 30, 1960.

(2) Extension Self-Study Steering Committee. *A Self-Study of the Cooperative Extension Service of Louisiana State University*. A Report by the Extension Staff. Baton Rouge. January 1963.

(3) The faculty of the College of Agriculture and Field Staff of the New York State Cooperative Extension Service. *The Role of the Cooperative Extension Service in New York State's Changing and Adjusting Agriculture*. A Report to the Council for the New York College of Agriculture and the Agriculture Experiment Stations. Ithaca. July 1963.

(4) The Extension Service Advisory Committee. *A Report on the Programs, Organization, and Management of the Agriculture Extension Service*. A Report to the President of the Consolidated University of North Carolina. The Agricultural Extension Service, School of Agriculture, North Carolina State College. Raleigh. June 1957.

(5) The Ohio Cooperative Extension Service Staff. *The Scope of Cooperative Extension Work in Ohio*. The College of Agriculture and Home Economics, The Ohio State University. Columbus. October 1959.

(6) Visitation Committee, Agricultural Board of the National Research Council, National Academy of Sciences, *An Appraisal of the Agricultural Experiment Station and Agricultural Extension Service, Oklahoma State University*. December 1961.

(7) Editorial Subcommittee, The Extension Committee on Organization and Policy. *A Statement of Scope and Responsibility, the Cooperative Extension Service Today*. A Report by representatives of State and Territorial Cooperative Extension Services and the Federal Extension Service. Washington. 1958.

(8) Kearl, Bryant E. and O. B. Copeland, Editors. *A Guide to Extension Programs for the Future – The Scope and Responsibilities of the Cooperative Extension Service for Production, Marketing, Resources, Management, Leadership, Youth, Family, Community, and Public Affairs*. A Report by Nine Task Force Committees. The Extension Committee on Organization and Policy. Agricultural Extension Service, North Carolina State College. Raleigh. July 1959.

(9) The Center for Agricultural and Economic Development of Iowa State University and College of Agriculture of Colorado State University Seminar on Agricultural Administration in Land Grant Systems. *The Century Ahead*. Proceedings. June 16-19, 1963. Fort Collins.

Population, Economic, and Social Characteristics and Trends

(10) Andrews, Wade H. *Characteristics of the Population. Housing, and Agriculture in Ohio*, Mimeograph Bul. A.E. 304. Department of Agricultural Economics and Rural Sociology, Ohio Agricultural Experiment Station. Wooster. 1959.

(11) Andrews, Wade H. *1960 Changes in Population and Agriculture in Ohio and Their Implications*, Research Circular 104. Ohio Agricultural Experiment Station. Wooster. May 1961.

(12) Beale, Calvin L. "Current and Foreseeable Trends in Rural Population". (Talk at 40th Annual Agricultural Outlook Conference.) Economic and Statistical Analysis Division, ERS, USDA, Washington. Nov. 14, 1962.

(13) Bureau of the Census. *United States Census of Agriculture 1959 – Ohio Counties*, Vol. 1, Part 10 Ohio. U.S. Department of Commerce, Washington. August 1961.

(14) Christian, Carlton F. *History of Cooperative Extension Work in Agricultural and Home Economics in Ohio*. Agricultural Extension Service, Ohio State University. Columbus. June 1959.

(15) Cohen, Lois K. and G. Edward Schuk. *Job Mobility and Migration in a Middle Income Small Town with Comparisons to High and Low Income Communities*, Res. Bul. No. 763. Agricultural Experiment Station, Purdue University, Lafayette. May 1963.

(16) Capp, James H. (Editor). *Our Changing Rural Society*. Iowa State University Press, Ames. 1964.

(17) Daly, Rex F. "A Profile of Agriculture Projected to 1968". Talk at the 41st Annual Agricultural Outlook Conference, Washington, November 19, 1963. ERS-USDA.

(18) Division of Economic Research, Department of Industrial and Economic Development. *Statistical Abstract of Ohio 1960*. State of Ohio, Columbus, 1960.

(19) Division of Economic Research, Department of Industrial and Economic Development and Miami University. *Ohio Population Growth and Distribution*. State of Ohio, Columbus. 1960.

(20) Dougan, Riley and Margaret McDonald. "Census Reveals Changes in Farming", *Timely Economic Information for Ohio Farmers*, No. 395. Agricultural Extension Service, Ohio State University, Columbus. January 1961.

(21) Dougan, Riley S. and Margaret McDonald. *Ohio Agriculture*, Ext. Bul. No. 407 (Rev.). Agricultural Extension Service, Ohio State University, Columbus. November 1962.

(22) Economic Research, Foreign Agricultural, Agricultural Research, and Statistical Reporting Services, USDA. *Handbook of Agricultural Charts*, Ag. Handbook No. 258. U.S. Government Printing Office, Washington. September 1963.

(23) Fishel, W. L., I. L. Kinne, M. R. Dull, O. Wilhelmy, Jr., Improving the Future Effectiveness of Agricultural Cooperatives in the Northeast. Research Report, Battelle Memorial Institute. Columbus. Nov. 8, 1963.

(24) Heady, Earl O. and Luther Tweeten. "Projected Structure of U.S. Agriculture", Proceedings of the American Marketing Association Conference, June 1963. (Reprint) Iowa Agricultural and Home Economics Experiment Station, Ames.

(25) Heady, Earl O. and Edwin O. Haroldsen. "The Changing Shape of Agriculture Under National Economic Growth", Iowa Farm Science, Vol. 18, No. 9. (Reprint) Iowa State University, Ames. March 1964.

(26) Kelsey, L. D. and C. C. Herne. Cooperative Extension Work, Comstock Publ. Associates, Ithaca. 1955.

(27) Mitchell, John B. and Wade H. Andrews. "Migration Adjusts Human Resources – People Move to Areas of Opportunity", Timely Economic Information for Ohio Farmers, No. 429. Agricultural Extension Service, Ohio State University, Columbus. November 1963.

(28) Morse, H. H. and Samuel Bone. Understanding Ohio Soils, Bul. 368. Agriculture Extension Service, Ohio State University, Columbus. April 1958.

(29) Olson, Russell O. Some Opportunities for Improving Farm Income in Southeastern Ohio, Res. Bul. 832. Ohio Agricultural Experiment Station, Wooster. March 1951.

(30) Smith, Mervin G. and Carlton F. Christian (Editors). Adjustments in Agriculture - A National Basebook. Iowa State University Press, Ames. 1961.

(31) Smith, Mervin G. and Francis B. McCormick. 1962 Ohio Farm Income, Department Series A.E. 352. Ohio Agricultural Experiment Station, Wooster. November 1963.

(32) Smith, Mervin G., Francis B. McCormick and Lyle Krock (In Cooperation with the USDA Statistical Reporting Service). Ohio Agricultural Statistics, Res. Bul. No. 933. Ohio Agricultural Experiment Station, Wooster. March 1963.

(33) Rafeld, Frederick J. and J. Robert Tompkin. "Stay on the Farm? 20% of Farmers Would Quit if...", Timely Economic Information for Ohio Farmers, No. 433. Ohio Cooperative Extension Service, Ohio State University, Columbus. March 1964.

(34) Reeser, Robert M. (Editor). Ohio Soil and Water Conservation Needs Inventory. (Sponsored by the USDA) The Ohio and Water Conservation Needs Committee, Columbus. December 1961.

(35) U.S. Bureau of the Census. Statistical Abstract of the United States: 1962: (Eighty-third edition.) Washington, D. C., 1962.

(36) U.S. Bureau of the Census, U.S. Census of Population: 1950. Vol. II. "Characteristics of the Pipulation", Part 35, Ohio, Chapter C., U.S. Government Printing Office, Washington, D. C., 1952.

(37) U. S. Bureau of Census, U. S. Census of Population: 1960. "Number of Inhabitants, Ohio", Final Report PC(1)-37A
"General Population Characteristics, Ohio", Final Report PC(1)-37B
"Detailed Characteristics, Ohio", Final Report PC(1)-37D
U.S. Government Printing Office, Washington, D. C., 1962.

(38) U.S. Department of Commerce. Survey of Current Business, Vol. 43, No. 8. Washington, August 1963.

(39) Wayt, William A. and Thomas J. Dix. Adjusting the Commercial Family Farm to Part-time Operation in Southeastern Ohio, Research Circular 97. Ohio Agricultural Experiment Station, Wooster. March 1961.

(40) Wayt, William A. Adjusting the Commercial Family Farm to Part-Time Operation, Eastern Corn Belt Area, Research Circular 98. Ohio Agriculture Experiment Station, Wooster. May 1961.

Extension Service Organization and Operations

(41) Andrews, Wade H. A Case Study of Rural Community Development and Leadership, Research Bulletin 808, Ohio Agricultural Experiment Station, Wooster. May 1958.

(42) Barr, Wallace. "Directions Needed in Extension Public Policy Programs", Journal of Farm Economics. December 1960.

(43) Bible, Bond L., Francena L. Nolan and Emory J. Brown. "Consensus on Role Definition of the County Extension Executive Committee Member", Rural Sociology, Vol. 26, No. 2. June 1961.

(44) Bible, Bond L. and Francena L. Nolan. The Role of the Executive Committee Member in the County Extension Organization in Pennsylvania, Bulletin 665. Pennsylvania State University, University Park. April 1960.

(45) Blan, Peter M. and W. Richard Scott. Formal Organizations A Comparative Approach. Chandler Publishing Company, San Francisco. 1962.

(46) Burkhart, Grover W. "Status of Co. Adv. Groups in Ohio", Unpublished M. S. Thesis, Ohio State University, Columbus. 1957.

(47) Cuyahoga County, Ohio, Cooperative Extension Staff. Cooperative Extension Service Cuyahoga County Summary of Annual Report 1963. (Mimeograph). The Ohio State University. January 23, 1964.

(48) Davis, Ralph Currier. Industrial Organization and Management. Third Edition. Harper and Brothers, New York. 1957.

(49) Dimit, R. M. Proceedings of County Extension Agent, Chairman Workshop October 22-24, 1963 (Mimeograph). Ohio Agricultural Experiment Station. 1963.

(50) Fuller, J. A. (Chairman). "Managing the Decentralized Company", Management Record, Vol. XXV, No. 1. January 1963.

(51) Granger, Charles H. "The Hierarchy of Objectives", Harvard Business Review, Vol. 42, No. 3. May-June, 1964.

(52) Hicks, John W. "1964 Perspective of Our Land Grant Colleges", Better Farming Methods, Vol. 36, No. 4. April 1964.

(53) Nitrogen Products Div., W. R. Grace & Co. "Grace Ammonia News Notes", Advertisement Leaflet, Memphis. April 1964.

(54) Quackenbush, Gerald G. "The Interdisciplinary Approach to Problem Solving on Extension Marketing Programs", Journal of Farm Economics, Vol. 45, No. 5. December 1963.

(55) Ohio Cooperative Extension Service. Annual Narrative Report of Results for the Eight Project Areas, January-December 1963. The Ohio State University, Columbus. 1964.

(56) Ohio Cooperative Extension Service. Plan of Work for Extension Projects 1-8, 1963-64 Fiscal Year. The Ohio State University, Columbus. 1963.

(57) Ohio Cooperative Extension Service. Project Agreements 1-8 with the Federal Extension Service, USDA. The Ohio State University, Columbus. July 1, 1961.

(58) Ohio Cooperative Extension Service. The Ohio Extension Guide, a Statement of Policies, Procedures, and Regulations. The Ohio State University, Columbus. November 1960.

(59) Rogers, Everett M. and Harold R. Capener. The County Extension Agent and His Constituents, Research Bulletin 858. Ohio Agricultural Experiment Station, Wooster. June 1960.

(60) Steward, Donald D. Employment, Income and Resources of Rural Families of Southeastern Ohio, Res. Bull. 886. Ohio Agricultural Experiment Station, Wooster. June 1961.

(61) Stucky, W. G. The Nature of Change Under Conditions of Economic Development and the Implications for Programs of the Land Grant University, (discussing notes at the National Agricultural Extension Center for Advanced Study). March 2, 1964.

(62) Tompkin, J. Robert and Jerry A. Sharples. The Role of Operators' Expectations in Farm Adjustment, Research Bulletin 936. Ohio Agricultural Station, Wooster. April 1963.

Evaluation and Implications

(63) Heady, Earl O. "Adaptation of Extension Education and Auxiliary Aids to the Basic Economic Problem of Agriculture", Journal of Farm Economics. February, 1957.

(64) Iowa State University Center for Agricultural and Economic Adjustment. Cooperative Extension in Relation to Agricultural Adjustment Problems and Changing American Society, AAC-76 (Multilith). Ames.

(65) Iowa State University Center for Agricultural and Economic Development. Farm Goals In Conflict. A Report of the Conference on Goals and Values in Agricultural Policy, June 1960. Iowa State University Press, Ames. 1963.

(66) Kalangi, Christopher. "An Analysis of Training Needs of Extension Agents in Urban and Farm Counties", Ohio State University. 1963.

(67) Kalangi, Christopher. "Factors Associated with the Performance of the County Extension Advisory Committees in Ohio", (Unpublished Masters' Thesis, Ohio State University), 1961.

(68) Kendrick, John W. "Measuring the Productivity of Organizations", Progress In Measuring Work. Executive Office of The President-Bureau of Budget, Washington. August 1962.

(69) Kolmer, L. K. "Methodology for Problems Solving with Industry Groups", Journal of Farm Economics, 45, No. 5. December 1963.

(70) Miller, Paul A. "Adjustment Needed in Extension Thinking and Organization", Journal of Farm Economics, XLI, No. 5. December, 1959.

(71) Scheety, Merle Eugene. "Characteristics and Opinions of Members of County Extension Advisory Committees in Ohio", (Unpublished M.S. Thesis) Ohio State University, Columbus, 1962.

(72) Vines, C. A., L. H. Watts and R. Parks. "Extension's Future", Journal of Cooperative Extension, Vol. 1, No. 4. 1963.

(73) Kempfer, Homer. Adult Education, New York, McGraw-Hill Book Company. 1955.

(74) Petersen, Renee and William and Warren Rovetch. University Adult Education Harpers & Brothers, Publishers, New York. 1960.

WLF:GWC:OW/jvd:jm:mld

APPENDIX A

PERTINENT STATISTICAL INFORMATION

TABLE A-1. TOTAL AND DISTRIBUTION OF POPULATION BY RESIDENCE AND SUBSTATE AREAS IN OHIO, 1960

Population Characteristics	Ohio (88 Counties)		Metropolitan (7 Counties)		Metro. Fringe (17 Counties)		Midwest (42 Counties)		Appalachian (22 Counties)	
Numbers (thousands)										
Total Population	9,706		4,993		2,146		1,749		818	
Per Square Mile		237		3,184		356		103		78
Urban Population	7,123		4,685		1,373		743		322	
Rural Population	2,583		308		773		1,006		496	
		524		26		101		308		88
Per Cent of Total[(a)]	100.0		100.0		100.0		100.0		100.0	
Urban[(b)]	73.4		93.8		64.0		42.5		39.4	
Urbanized Areas		58.7		93.0		38.9		6.2		13.0
Central Cities		35.6 [13]		59.0 [7]		22.1 [5]		0.0 [0]		3.9 [1]
Other Urban		14.7		0.8		25.1		36.3		26.4
Rural[(c)]	26.6		6.2		36.0		57.5		60.6	
Places (1000-2500)		2.9		0.4		3.5		7.3		7.0
Other Non-Farm		18.3		5.3		27.8		32.6		42.9
Farm		5.4		0.5		4.7		17.6		10.8

Sources: 1960 Population Census PC (1)37A, 1962 County and City Data Book.

(a) Percentages are weighted averages of county totals.

(b) "Urban" includes all incorporated places with 2500 population, or less than 2500 if densely populated, closely settled, or within an urbanized area.
An "Urbanized Area" is a contiguous area containing a city or twin cities (Central Cities) with more than 50,000 population and closely settled areas surrounding the Central City.
Numbers of such Central Cities in each substate area are indicated in brackets.

(c) Places with 1000-2500 population, closely settled, regardless of legal status, are considered rural if not included in urbanized places. Other non-farm generally include residences in places less than 1000 population, residences in open country, and rural units not defined as farms.

TABLE A-2. POPULATION (1960) BY TYPE OF AREA AND SIZE OF PLACE AND PER CENT CHANGE IN POPULATION 1950-1960

	Ohio Total		Central Cities		Fringe Areas		Places Outside Urbanized Areas	
Sizes of Places	% of Total	% Chg 50-60	% of Total	% Chg 50-60	% of Total	% Chg 50-60	% of Total	% Chg 50-60
1960 Total (thousands)	9,706	22.1	3,412	12.3	2,280	89.4	4,015	8.4
Over 25,000	45.7	13.5	100.0	12.3	29.7	54.7	9.0	-18.9
10,000-25,000	11.2	68.1	--	--	24.2	168.0	13.8	21.1
2,500-10,000	9.7	29.8	--	--	17.5	47.7	13.4	19.1
1,000-2,500	3.5	0.5	--	--	2.1	24.9	7.0	-3.8
Under 1,000	2.2	-12.6	--	--	0.5	26.1	5.1	-14.0
Other Urban Territory	6.1	144.3	--	--	26.0	144.3	--	--
Other Rural Territory	21.6	13.6	--	--	--	--	52.2	13.6

Source: 1960 Population Census PC (1) 37A.

TABLE A-3. MEDIAN AGE, AGE DISTRIBUTION, AND PER CENT CHANGE IN AGE GROUPS FOR OHIO AND SUBSTATE AREAS, 1950 AND 1960

Median Age and Distribution	Ohio		Metropolitan		Metrofringe		Midwest		Appalachian	
	1960	1950	1960	1950	1960	1950	1960	1950	1960	1950
Median Age	29.5	31.2	30.3	32.1	27.7	30.1	29.0	30.4	30.3	30.3
Total Population (thousands)	9706	7946	4993	4078	2146	1568	1749	1510	818	790
					Per Cent Distribution					
Total Population	100	100	100	100	100	100	100	100	100	100
Under 18	36	30	35	28	38	31	38	32	34	32
19-29	14	18	15	18	15	19	14	20	14	17
30-44	21	22	21	23	21	22	19	20	18	19
45-64	20	21	20	23	18	20	18	17	22	21
65 and over	9	9	9	8	8	8	11	11	12	11
					Per Cent Change 1950-1960					
	Actual	Adj. (a)	Actual	Adj. (a)	Actual	Adj. (a)	Actual	Adj. (a)	Actual	Adj. (a)
Total Population	22	0	22	0	37	15	16	-6	4	-18
Under 18	49	0	55	6	69	20	35	-14	12	-37
19-29	-4	0	-1	3	7	11	-17	-13	-15	-11
30-44	15	0	12	-3	32	17	13	-2	-3	-18
45-64	13	0	8	-5	23	10	23	10	8	-5
65 and over	26	0	36	10	29	3	13	-13	13	-13

Source: U. S. Census of Population 1960, "General Population Characteristics", PC (1) 37B Ohio.

(a) "Adjusted" change allows for change in age distribution by subtracting the per cent change in State from the per cent in each Area.

TABLE A-4. NUMBER OF PERSONS 14 YEARS OF AGE AND OVER COMPLETING SPECIFIED LEVELS OF EDUCATION FOR OHIO AND BY PLACE OF RESIDENCE, 1950 AND 1960

School Completed	Year	Ohio		Urban		Rural Non-Farm		Farm	
		No.	Percent	No.	Percent	No.	Percent	No.	Percent
Total persons (thousands)	1950	5,946	100	4,263	100	1,077	100	608	100
(14 years and over)	1960	6,767	100	5,024	100	1,371	100	372	100
None	1950	72	1	55	1	12	1	5	1
	1960	78	1	61	1	14	1	3	1
8th grade	1950	4,694	79	3,366	79	888	82	484	80
	1960	5,673	84	4,211	84	1,142	83	322	86
High school	1950	2,145	36	1,625	38	347	32	175	29
	1960	2,771	41	2,116	42	515	38	140	38
College	1950	712	12	579	14	95	9	40	6
(1 or 2 years)	1960	927	14	766	15	129	9	32	9
College	1950	382	6	316	7	48	4	17	3
(3 or more years)	1960	511	8	430	8	67	5	14	4
		Median Years Completed							
Total (14 years and	1950	10.2		NA(a)		NA		NA	
over)	1960	10.8		10.9		10.4		10.8	
14-24 years	1950	10.9		NA		NA		NA	
	1960	10.9		11.1		10.5		10.8	
25 years and over	1950	9.9		10.2		9.3		8.8	
	1960	10.7		10.9		10.4		10.7	

Source: U. S. Census of Population 1960, "Detail Characteristics" PC (1) 37D Ohio.

(a) Not available.

TABLE A-5. TOTAL 1960 EMPLOYMENT AND CHANGE IN EMPLOYMENT 1950-1960 FOR AGRICULTURE, MANUFACTURING, AND ALL OTHER EMPLOYMENT, FOR OHIO AND SUBSTATE AREAS

Sector and Category	Ohio	Metropolitan	Metro. Fringe	Midwest	Appalachian
Agriculture[a]					
1960 employment (thousands)	129	13	26	70	20
Change 1950-60 (thousands)	-83	-5	-15	-40	-23
Per cent change	-39	-28	-36	-37	-54
Manufacturing					
1960 employment (thousands)	1,296	690	317	210	78
Change 1950-60 (thousands)	175	50	64	51	10
Per cent change	16	8	25	32	15
All Others					
1960 employment (thousands)	2,080	1,180	411	334	226
Change 1950-60 (thousands)	353	186	107	54	7
Per cent change	20	19	35	19	4
Total Employed					
1960 employment (thousands	3,505	1,883	754	614	253
Change 1950-60 (thousands)	445	230	156	65	-6
Per cent change	15	14	26	12	-2

Source: 1952 and 1962 City and County Data Books

(a) Includes only farm and other agricultural services. Does not include farm labor.

TABLE A-6. NUMBERS OF COUNTY EXTENSION AGENTS AND CURRENT VACANCIES FOR OHIO AND SUBSTATE AREAS, 1963

Number of Counties and Type Agents	Ohio	Metropolitan	Metro. Fringe	Midwest	Appalachian
Number of Counties:	88	7	17	42	22
County Agents:					
Agriculture	87	7	16	41	23
Home Economics	69	8	15	28	18
4-H	62	6	12	31	13
Marketing	3	3	--	--	--
Associate 4-H	4	--	--	2	2
Associate Home Economics	7	--	1	3	3
Assistant	4	--	--	2	2
Total County Agents	236	24	44	107	61
County Vacancies	27	2	5	16	4

Sources: County Extension Agents Questionnaire and Listing of "Ohio County Extension Agents (Alphabetical)", OCES.

TABLE A-7. USER-GROUPS SERVED OR WORKED WITH BY COUNTY EXTENSION AGENTS, OHIO, 1963

User-Groups	Per Cent of Counties Serving or Working With	Index of Degree Working With Group[a]	Order of Importance	
			Currently	In 10-20 Years
Farmers				
Commercial	100	4.7	1	2
Part-time	78	3.8	9	9
Subsistence	75	2.5	11	14
Others with Agricultural Problems	100	3.9	12	10
Homemaders				
Farm	100	4.2	4	5
Rural non-farm	100	4.1	5	4
Urban	94	3.2	7	7
Youth				
Farm	98	4.7	2	1
Rural non-farm	99	4.6	3	3
Urban	97	3.2	8	6
Low-Income Families				
Rural	76	2.2	10	11
Urban	63	1.6	15	13
Extension Sponsored Organizations	100	4.5	6	8
Other Commodity Organizations	86	3.0	14	15
General Farm Organizations	97	2.5	18	18
Agricultural Businesses	100	2.7	13	12
Agricultural Industry	88	2.6	16	16
Agricultural Business Organizations	68	2.3	20	19
Other Cooperating Business Groups	60	2.0	24	24
Public School Systems	85	2.0	19	20
Federal and State Agencies	100	2.6	17	17
State and Area Organizations	84	2.0	23	21
Civic Groups	88	2.1	22	22
Professional Organizations	61	2.1	21	23
Other Special Interest Groups	60	2.0	25	25

(a) An indication of the degree of involvement of the county extension staffs that do work with the groups, based on three as "about average for all the groups", one as "not much", and five as "considerable".

TABLE A-8. PERCENTAGE OF COUNTY EXTENSION STAFF "EFFORT", BY PROGRAM AREA AND PLACE OF RESIDENCE OF CLIENTELE, FOR OHIO AND SUBSTATE AREAS, 1963

		Substate Area				
Program Area	Clientele Residence	Ohio	Metropolitan	Metro. Fringe	Midwest	Appalachian
Agricultural	Total	34.1	32.1	32.3	36.5	32.3
	Urban	4.4	13.9	4.8	3.4	2.3
	Rural non-farm	6.0	6.2	7.4	5.0	6.6
	Farm	23.7	12.0	20.1	27.1	23.4
Home Economics	Total	18.7	22.0	20.8	17.2	18.4
	Urban	4.1	12.9	4.1	3.3	2.2
	Rural non-farm	7.0	5.8	10.4	5.6	7.4
	Farm	7.6	3.3	6.3	8.3	8.8
Youth Work	Total	25.8	28.8	25.5	26.1	24.5
	Urban	5.1	13.6	4.5	4.4	3.3
	Rural non-farm	9.6	9.5	11.1	8.9	9.7
	Farm	11.1	5.7	9.9	12.8	11.5
Community Affairs	Total	21.4	17.1	21.4	20.2	25.3
	Urban	3.6	9.1	3.7	2.7	3.0
	Rural non-farm	6.3	4.0	7.8	5.2	8.1
	Farm	11.5	4.0	9.9	12.3	14.2
Total	Total	100.0	100.0	100.0	100.0	100.0
	Urban	17.2	49.5	17.1	13.8	10.7
	Rural non-farm	28.9	25.5	36.7	24.7	31.6
	Farm	53.9	25.0	46.2	61.5	57.7

APPENDIX B

CRITERIA FOR EVALUATION

APPENDIX B

CRITERIA FOR EVALUATION

There may be more than one set of criteria, depending on the purpose for which such evaluation is conducted. In this case, such criteria might originate from one of three sources:

1. The Extension Service's own statements of what they are doing
2. Statements by some "higher" authority about what the Extension Service is to do
3. General "standards" established for like organizations and like functions – i.e., organizational "theory".

Evaluation on the basis of the first criteria would compare what they are actually doing with what they say they are doing. This would be a Type I set of criteria. Such an evaluation is carried out annually within the Extension Service, itself. Hence, any such study by an outside organization would be no more than a "managerial efficiency" study, definitely excluded from the scope of this study. Evaluation on the basis of the second set of criteria is Type I insofar as lower administrative levels of Extension are evaluated by higher levels, and Type II insofar as the Extension Service is evaluated by authorities outside Extension, such as The University administration. Both of these necessarily involve sets of values in arriving at the specific statements. Evaluation on the basis of the third set of criteria eliminates personal values, insofar as it is possible to do so. These criteria appraise the various components of the system, including those components involving values, and try to determine how well they are performing their functions within the total system.

The third statement above includes two considerations: like organizations and like functions. Obviously, the uniqueness of the Extension Service makes comparison on the basis of like organizations rather difficult. Nevertheless, it is representative of a type of formal organization and as such has some characteristics that are important to the evaluation. First and foremost, it is a service organization with the primary purpose of providing a service to its clientele. Other relevant characteristics of this type of organization are as follows:*

1. It contains both bureaucratic functions (those devoted to maintaining the organization) and professional functions (those directly related to achieving organizational objectives). Bureaucratic functions are controlled mostly by the interests of the organization, professional functions mostly by the interests of the clientele.
2. The welfare of the clientele is the primary concern. In addition, it is assumed that the clientele does not know what is best for himself and the organization must distinguish what is in the clientele's best interests rather than what they desire.

---

*Most of the following is based on Davis, Industrial Organization and Management; Blau and Scott, Formal Organizations; Granger, "The Hierarchy of Objectives"; and Miller, "Adjustment Needed in Extension Thinking".

3. Goals are determined by the organization and means of carrying out these goals by the professionals.

The other consideration, like functions, refers primarily to the components of the Extension Service as a system – objectives, means, activities, clientele, and criteria. Basically, objectives are simply values that someone is willing to make the necessary effort or sacrifice to obtain; hence, they specify the aims of an organization. There are, of course, a heirachy of levels of objectives in any organization, starting with the "grand design" of the organization, "missions" to accomplish this ultimate end or ends, objectives of long-range plans for sub-groups under each of the missions, and individual or group goals to accomplish these long-range plans. The following are the primary characteristics of "good" objectives:

1. Sufficiently definitive that professional decisions with respect to means for accomplishing objectives are based on fact and not, as a general rule, on values

2. Sufficiently clear to relay intent or end result expected, and balanced between alternative relevant higher objectives

3. Provide a guide to action and are explicit enough to suggest certain types of action

4. Take cognizance of external and internal constraints (provide a clear picture of scope of permissible areas of activities)

5. Relate to both broader and more specific objectives at higher and lower levels of the organization

6. Suggest a basis for evaluation of results of activities.

Beyond the objectives, there is less definitiveness in characterizing the other components of the system. All are directed by the objectives and, in fact, are usually suggested by them. In all cases, the structure, personnel, and policies are chosen in the light of the objectives and contribute to their fulfillment in the most efficient manner possible. The means, general structure, personnel, and policies, are further characterized as follows:

1. The form of the organizational structure is simple, with as little structuring as possible, and with clearly defined functional relationships. It provides clear-cut lines of relationships and responsibilities, with none implied.

2. The structure provides an adequate complement of supervisory and operative abilities capable of accomplishing missions.

3. Policies set up meaningful relationships between objectives and functions, covering at least most of the recurrent decisions that must be made, including any explanation or clarification of objectives.

4. Policies are brief, clear, and specific, and are made known to personnel.

5. Means provide a balance between functions to be performed and the resources to perform them, including sufficient logistical assistance.

6. Means are sufficiently stable that prompt adjustments to personnel losses do not seriously impair operational effectiveness.

7. Means are sufficiently flexible that adjustments to temporary changes in conditions occur without a serious loss of operational effectiveness.

8. Means are capable of growth in programs or personnel without a loss of operational effectiveness.

Besides contributing to specified objectives and to the best utilization of available resources, the only additional criteria for the activities component is that the methods of the activities are determined by the professional who will carry out the activity, and for the objects or clientele, that the groups or individuals receiving the activities are selected on the basis of some predetermined policy.

The primary requirement of useful Type I criteria is that they exist and that they be as realistic as possible. Other principal characteristics are:

1. An established set of specific methods or techniques for evaluating programs and activities

2. Provision of a format for reporting evaluation (particularly if this is used as the primary method of personnel supervision)

3. Strictly supervised reporting procedures, requiring adherence both to methods or techniques and to format

4. Technique for feedback and reappraisal of objectives and goals at all levels.

ERIC Clearinghouse

SEP 5 1969

on Adult Education